BOMBAY—1940-41

A Review of the Administration of the Province

1942
Printed at the Government Central Press
Bombay

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INTRODUCTION

The Administration Report for 1940-41 is on the same lines as last year. It is divided into two parts.

Part I is a general summary of the year's work.

Part II deals with the work and events of the year under review and is preceded, where necessary, by a note explaining the history and functions of the Department of Government whose work is reviewed and its place in the administration.

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BOMBAY—1940-41

PART I

GENERAL SUMMARY

THE war continued to cast its shadow over life in Bombay Province in 1940–41. The Government was busy meeting defence needs and in dealing with problems caused by the nations' conflict. Trade and commerce were affected by the developments in the struggle and the increasing demands of the fighting services. Thousands of men left their villages to join the Army and thousands of civilians answered the call for volunteers for all sorts of war work.

2. Despite all this, the war remained a thing remote from the man in the street. It was a year of war in the distance and of politics at home. Political news often ousted war despatches from the place of prominence in newspapers : there was endless discussion over India's future constitution, great controversy as to the extent to which political parties should or should not help the war effort.

3. The Congress Party, which had withdrawn from office in seven Provinces in November, 1939, continued to find difficulty in reconciling its principle of non-violence with resistance to Axis aggression. Non-violence was, by a majority, placed somewhat in the background at a meeting of the All-India Congress Committee held in Poona in July, 1940, but in Bombay, in September, the same body, expressing dissatisfaction with the declaration made in August by His Excellency the Viceroy on behalf of His Majesty's Government, declared the Poona resolution to have lapsed and entrusted Mr. Gandhi with the direction of Congress policy.

4. Ultimately, individual *satyagraha* was declared by Mr. Gandhi on the issue of freedom claimed by him and the Congress to preach non-co-operation with the Government in its war effort and to make anti-war speeches. The movement

started in Bombay Province at Ahmedabad on November 18 and took the form of the shouting of anti-war slogans or the making of anti-war speeches. In the beginning, when news of the arrest of important Congressmen was received, various markets were closed and a few meetings of municipal corporations were adjourned.

5. This policy of non-co-operation, however, failed to arouse enthusiasm. Some Congress adherents broke away to form the Radical Democratic People's Party which advocated unconditional support in the war effort. Other political parties co-operated with the Government and there was no lack of response from the people in general to the call of service. Voluntary workers in their thousands came forward to man the auxiliary and A. R. P. services, to join the newly created Civic Guard organisation, to give up their leisure hours to serve on the many committees which the country's need brought into being. Money flowed in a steady stream as gifts to the war funds, as contributions to the defence loans—over Rs. 13 crores to the end of 1940. Increased assistance in the work of recruitment for the Army by civil officials and non-officials was organised before the close of the year. A Civil Recruiting Officer was appointed, his main duty being to give the widest publicity to the opportunities available to young men to enter the various branches of the Army and, in particular the chances of rapid promotion for those who have attained a fair standard of education. For the better organisation of non-official co-operation, each Collector was instructed to form a Civil Recruiting Sub-Committee of the District War Committee with local sub-committees where necessary.

6. The efforts of voluntary workers in correcting rumours and allaying tendencies to panic materially helped the Government in tiding over the black months of mid-1940. The Nazi victories culminating in the collapse and surrender of France were inevitably reflected in the withdrawal of deposits from Post Office savings banks, a demand for silver in exchange for currency notes, the hoarding of precious metals, and depression in the markets. But rapid remedial action prevented serious consequences.

7. Early in July fear of a scarcity of silver, aggravated by alarm caused by the temporary closing of Bombay Harbour, led to a rush on the Reserve Bank in Bombay. This, however, quickly subsided when the Bank opened small change depots all over the city. And, in order to check profiteering in currency notes, orders were issued for the prosecution of all persons refusing to accept currency notes at their full face value.

8. The Native Share and Stock Broker's Association at Bombay closed the market on May 23 and next day the Government sanctioned the indefinite closing of the forward market. An understanding was then reached with the Association that it would keep open the cash market from May 25 for securities not included in the forward list and from June 10—the date of expiry of the current settlement—would keep the cash market open for all securities, including those in the forward list. On a similar understanding being reached with representatives of the Ahmedabad Stock Exchange, the Government consented to the closing of the share market there until further notice. The Board of the East India Cotton Association, too, decided to ban uncovered short sales in cotton in the July-August account with effect from June 8, so as to prevent the market from being unduly depressed by attacks.

9. In the normal administrative sphere, perhaps the outstanding event was the modification of the prohibition policy following a decision by a Special Bench of the High Court that notifications issued under section 14-B (*2*) of the Bombay Abkari Act, prohibiting the possession of liquor by all persons within Bombay City and certain other areas, were *ultra vires*.

10. To prevent administrative chaos, His Excellency the Governor immediately enacted a Governor's Act amending the Abkari Act so that dislocation of the administration of excise policy could be avoided and to indemnify officers for all actions taken by them in good faith. Section 7 of this Act declared that " any rule, order or notification made or issued under the Abkari Act before the commencement of this Act shall be deemed to have been made and issued under the Abkari Act as amended."

11. On another case being referred to the High Court, however, the Court held that section 7 could not validate a notification which had already been found *ultra vires* and expressed the opinion that "there is not in existence any notification under section 14-B (*2*) of the Abkari Act of 1878 prohibiting the possession of intoxicants by persons generally in the City of Bombay." It was also not possible to re-issue the old notification under the amended Abkari Act, as the High Court held that the Provincial Government had no power to prohibit any person from importing liquor over a Customs barrier and possessing it, as such an order would infringe the spheres of the Central Government to whom the power of regulating the import and export of liquor was committed.

12. Prohibition of foreign liquor thus became inoperative. Heavy excise duties, however, were imposed on country liquor and toddy in the former "dry" areas so as to discourage the use of these drinks. The Government applied for permission to appeal to the Federal Court against the decision of the High Court that "there is not in existence any notification under section 14-B (*2*) of the Abkari Act of 1878 prohibiting the possession of intoxicants by persons generally in the City of Bombay" but permission was refused by the Full Bench.

13. The year was conspicuously free from labour trouble. The Industrial Court to which the dispute between the Ahmedabad textile mill-owners and workers over a "dearness allowance" had been referred, decided that the mills should open cost-price grain shops for the benefit of the workers. The latter also received a cash allowance, varying from month to month according to the living index number, with retrospective effect from February 1, 1940.

14. Communal relations also were generally good, though the feeling between the Hindu and Muslim communities manifested itself here and there in attacks on individuals and disputes over possessions and music before mosques. The most serious incident occurred at Barsi, in the Sholapur district, as a result of the desecration of a Muslim tomb by two Brahmin youths. The outrage was condemned by members of both communities

at a meeting held on November 29, but the trouble was revived during the Gadda Fair. There were several stabbing incidents, seven of which proved fatal, and the District Magistrate had to impose a curfew and prohibit the assembly of five or more persons and the carrying of weapons. In order to avert a recrudescence of trouble, the local Muslim leaders decided to cancel all celebrations at Mohurrum.

15. *Finance.*—Despite a loss of about Rs. 100 lakhs in excise revenue from the continuance of the prohibition measures, the revenue receipts of the Province exceeded the budget estimates by Rs. 165 lakhs. This was largely due to improvement in receipts from "provincial excise", "other taxes and duties", "income tax", "stamps" and "land revenue". There was also a drop of Rs. 21·59 lakhs in expenditure consequent on savings under "civil works" and "education". This was exclusive of Rs. 100 lakhs set apart for the special development fund created to finance a planned programme for development in agriculture, education, public health and other nation-building activities. The balance in the fund at the close of the year was Rs. 143·16 lakhs. The continuance of prohibition measures as well as the necessity for further expanding the work of nation-building departments made it necessary to continue the taxation measures adopted in the previous year, namely, increase in the electricity duty, in the stamp duty on conveyances of immoveable property in urban areas and special taxes levied on immoveable property in urban areas, on sales of motor spirit and on prize competitions.

The receipts under revenue amounted to Rs. 14,48·24 lakhs, against Rs. 13,14·23 lakhs in the previous year and expenditure charged to revenue was Rs. 13,60·81 lakhs against Rs. 12,83·26 lakhs. Compared with the previous year, there was an increase in the share of income-tax receipts by Rs. 27½ lakhs, in land revenue by Rs. 2·34 lakhs, in excise by Rs. 18·99 lakhs, in stamps by Rs. 7·56 lakhs, in forest revenue by Rs. 5·93 lakhs, under motor vehicles by Rs. 7·94 lakhs, under other taxes and duties by Rs. 41·14 lakhs, under irrigation by Rs. 8½ lakhs

and under civil administration by Rs. 17¾ lakhs. There were, however, decreases of Rs. 2·83 lakhs and Rs. 1 lakh under civil works and miscellaneous respectively. Expenditure showed an increase of Rs. 1¾ lakhs under excise, of Rs. 9½ lakhs under motor vehicles, of Rs. 1¾ lakhs under forest, of Rs. 5¼ lakhs under civil administration and of Rs. 85¼ lakhs under miscellaneous. But the expenditure under land revenue decreased by Rs. 1½ lakhs, under other taxes and duties and interest by Rs. 3¼ lakhs each and under civil works by Rs. 16 lakhs.

16. *Trade and Commerce.*—The maritime trade of Bombay suffered a setback of nearly Rs. 80 lakhs during the year. The startling events in the war in Europe dealt a severe blow to the export trade of India by closing practically the whole of the European market. Substantial relief, however, came from the Empire countries. An interesting feature was that while exports of raw materials decreased, exports of manufactured articles increased from Rs. 6·67 crores in 1939-40 to Rs. 13·39 crores in 1940-41. There was a considerable drop in the exports of raw cotton from Bombay—from Rs. 15,84·33 lakhs to Rs. 12,22·82 lakhs. Exports of cotton piecegoods, however, recorded an increase of 107 per cent. in quantity, while those of twist and yarn increased by about 55 per cent.

The aggregate value of the foreign trade in merchandise of Bombay Province amounted to Rs. 1,09·39 crores, against Rs. 110·18 crores in the preceding year—a decrease of Rs. 0·79 crores.

The total value of imports of merchandise on private account into the Province amounted to Rs. 69·06 crores—an increase of Rs. 2·27 crores, or over 3 per cent., over the figure of the previous year. The total value of exports (including re-exports) of merchandise on private account amounted to Rs. 38·79 crores—a drop of Rs. 2·6 crores, or 6 per cent., from the figure of the previous year.

The value of the private coasting trade showed a further decrease from Rs. 35·93 crores to Rs. 33·56 crores, both imports and exports sharing in the fall. The average prices of most of the important commodities of import and export were higher.

Trade with the British Empire was 50·04 per cent. of the total. The share of the United Kingdoms declined from 21·25 to 18·68 per cent. and the share of Japan from 17·24 to 16·99 per cent. That of the United States of America increased from 10·20 to 13·70 per cent.

The amounts of import and export duty, excluding the various cesses, collected at the Bombay Custom House during the year was Rs. 15,53·18 lakhs and Rs. 2·02 lakhs, against Rs. 17,56·69 lakhs and Rs. 1·18 lakhs respectively in the previous year.

17. *Labour Policy.*—The Government pursued its policy of extending the scope of existing labour Legislation by means of executive orders, particularly by the application of the provisions of the Factories Act to factories employing ten or more persons. The Shops and Establishments Act, which provided for the regulation of hours of work in all commercial establishments, shops, restaurants, eating houses, theatres and other places of public amusement or entertainment, was brought into force from November 15, 1940, and made applicable to Bombay City, the municipal limits of Ahmedabad and Poona, including cantonments, Sholapur and Hubli.

The rise in prices due to the war gave rise to considerable industrial unrest. There was a clamour by labour for a dearness allowance in all the chief centres of industry. The disputes on this question, so far the textile industry was concerned, were dealt with mostly under the Bombay Industrial Disputes Act. The dispute between the Ahmedabad Textile Labour Association and Millowners' Association was finally settled by an award of the Industrial Court.

In 1940-41, the Government allotted a sum of Rs. 1·32 lakhs for labour welfare work in industrial centres of the Province. The Labour Welfare Department continued to work well; it endeavoured to train social workers, subsidise or start libraries, promote physical culture and recreation centres, produce literature for the enlightenment of the industrial worker and impart training for alternative occupations. Altogether there were 18 welfare centres at the close of the year.

18. *Land Customs.*—The total receipts at the land customs stations on the frontiers of Goa and Daman amounted to Rs. 17·56 lakhs, against Rs. 26·20 lakhs in the previous year. The decrease was chiefly due to a fall in the imports and war restrictions. Receipts at the custom houses on the Viramgam and Northern and Sind-Cutch frontiers amounted to Rs. 33·12 lakhs, Rs. 1,400 and Rs. 500 respectively.

19. *Agriculture.*—Research and expansion of rural development activities played an important part in the progress of agriculture. Scientific research work is being reviewed periodically by departmental committees of expert officers, presided over by the Director of Agriculture. The system has proved of much assistance to research workers, particularly in securing effective co-ordination between scientific research and allied subjects.

The District Rural Development Boards, carried on many useful activities in rural areas. The problem of soil erosion is being dealt with in most of the Deccan districts with good results. The "dry farming" system is being popularised; improved tillage methods are being adopted increasingly by cultivators; the use of organic manure is being spread to increase soil fertility; and propaganda has been undertaken to support control measures against insect pests and plant diseases.

Horticultural development on a large scale is spreading in several parts and special attention is being paid to the development of mango plants. Activities in the technical aspect of breeding cattle and distribution of premium bulls have continued and the Rural Development Boards have been able to popularise suitable breeds with the help of co-operative organisations. Indeed, with the help of the Rural Development Department, the co-operative and marketing movements in the rural areas are gaining ground, and new type societies, such as multi-purpose societies, seem to flourish in certain areas. Attention has also been paid to rural industries, particularly cotton and wool weaving, tanning and rope-making village road construction and water supply are growing apace under the stimulus received from the Rural Development Department, which has also encouraged general sanitation in village areas.

The agricultural season of 1940-41 was on the whole satisfactory over the greater part of the Province. Judged by the crop acreage and total output of the principal crops, it proved better than the preceding year. There was an increase in both the gross and net cropped areas and also in the twice cropped areas. The area under food crops increased by 1·4 per cent. over that of the previous year and by 3 per cent. over that of the last decennium. The area under non-food crops, which include cotton, tobacco and oil seeds, showed increases of 1·1 per cent. and 1·9 per cent. over the previous year and the average of the preceding decennium respectively. The net cropped area was 28,713,000 acres, against 28,540,000 acres in the previous year.

An unfortunate event in October was a severe cyclone which caused much loss of life and much damage to crops and orchards along the coastal tracts of North Konkan and other districts. Government assistance was immediately organised to help the affected cultivators.

20. *Law and Justice.*—From April 1, 1940 to March 31, 1941, 13 Acts were enacted by the Governor of Bombay in exercise of the legislative powers assumed by him under the Proclamation of November 4, 1939. The most important was the amendment of the Bombay Abkari Act, 1878, designed to carry out the prohibition policy to the maximum extent possible under the existing circumstances.

In 1940 the total number of original civil suits decided by the High Court was 2,112 and the number left undisposed at the end of the year was 1,849. In the mofussil Civil Courts, the number of suits instituted was 126,131—a decrease of 3,239 on the previous year. The number of suits disposed of was 133,167 and 62,723 were left pending at the close of the year. The Bombay Small Causes Court dealt with 22,575 cases and left 5,308 pending.

On the criminal side, 331,123 offences were reported—an increase of 300 over the figure of the previous year. Of the total cases under enquiry, 316,853 were found to be true. The number of cases brought to trial before the Presidency

Magistrates, including the Honorary Presidency Magistrates, was 179,828. The number of persons under trial before the mofussil tribunals was 233,079. Of these, the cases of 1,035 were committed to the Sessions or referred to higher authorities and 197,039 were finally disposed of. The Courts of Sessions in the mofussil tried 2,730 persons, and the High Court tried 180 persons at its Sessions.

21. *Police and Crime.*—There has been a definite check on the progressive increase in reported crime as well as on deterioration in the standard of detection. In spite of the heavy strain placed on them by the war, all ranks of the police showed splendid morale, shouldering their responsibilities with a willing and ungrudging spirit. Though there were fewer complaints and petitions against them, there was little indication of more genuine co-operation by the public with the police. There was a large increase in the personnel of the police force, both permanent and temporary, and their training threw great strain on district resources.

Cognizable and non-cognizable offences reported during the year numbered 146,374, against 170,968 in 1939—a net decrease of 24,594. The number of cognizable cases dealt with by the police was 38,409, while those dealt with by the magistrates direct numbered 14,017—a total of 52,426, against 48,974 in 1939. Cases of non-cognizable crime totalled 98,948, against 121,994. The number of undetected cases was 11,847, against 11,420, in 1939.

Out of the 19,841 cases decided by trial, 18,512 ended in conviction, against 17,277 out of 18,441 cases tried in 1939. The percentage of cases convicted to those tried was 93·30, against 93·68 in 1939.

The value of property stolen in 1940 in connection with cognizable cases was Rs. 13·98 lakhs, against Rs. 10·80 lakhs in 1939. The corresponding figures of the value of property recovered were respectively Rs. 3·46 lakhs and Rs. 2·53 lakhs.

The sanctioned strength of officers below the rank of Deputy Superintendent of Police and men stood at 693 and 18,423 respectively, against 668 and 17,476 in 1939. The cost of the

police, including the railway police and the clerical establishments for the financial year 1940-41, was Rs. 1·04 crores, against Rs. 0·99 crores in the previous year. The proportion of police to area, population and cognizable crime investigated was one policeman to 4·27 square miles, 2·22 railway miles, 878 persons and 1·92 cognizable crimes investigated.

The Civic Guard movement was on the whole very successful, many public-spirited persons took this opportunity of rendering service to their fellow citizens. The number of Guards was over 4,100 at the close of the year. They were given a course of drill, physical exercise and out-door training and instructed by means of lectures and demonstrations in law, in police duties, in the detection and prevention of crime, traffic control and patrolling. Miniature rifle clubs organised in some places proved popular and are expanding. The organisation proved very useful to the police and rendered signal services in Bombay City during the October cyclone.

22. *Bombay City Police.*—An increase in reported cognizable and non-cognizable assault cases due to the enforcement of prohibition, closer co-operation between the public and the police through the medium of the press and improved traffic facilities were note-worthy features.

The number of cognizable and non-cognizable offences was 229,682, against 215,670 in 1939—an increase of 14,012. The number of cases for disposal was 158,527, against 146,091 in 1939 and the percentage of true cases of all classes to cases for disposal was 98·01, against 97·99 of the previous year, while that of conviction was 90·71, against 91·10 of the previous year.

The Air Raid Precautions (A.R.P.) scheme continued in operation. In all there are 314 A.R.P. units, each in charge of a divisional warden, who has under him group wardens and air raid wardens. Each warden's post has a minimum of six wardens. There are, in addition, 200 A.R.P. First Aid Posts, an Auxiliary Fire Service with two auxiliary fire stations and an A.R.P. mobile convoy comprising all the A.R.P. services.

Lighting restrictions were imposed in the city from June 11, 1940, and six air raid alarm exercises were held to educate the public as to what they should do and how they should act in the event of a hostile attack. The exercise held in August was witnessed by His Excellency the Viceroy who expressed satisfaction at the way the various services responded.

The total permanent strength of the police force at the close of the year was 4,668, against 4,661 in 1939. The proportion of crime to population stood at 1 to 7·47, against 1 to 8·10 in 1939, and to each police unit at 1 to 33·28, against 1 to 30·74 in 1939.

23. *Education.*—The several schemes started previously for the advancement of education made considerable headway. The mass literacy scheme, which has been in operation for nearly three years, has been responsible for the opening of 5,100 voluntary schools in villages. Although the need for the establishment of more schools of this type is recognised, it is also considered important to tackle the problem of putting the existing schools on a more permanent basis. Efforts are being made to persuade the managements to employ trained teachers and more teachers as the schools grow.

The basic education schools have not, however, shaped as well as expected. They have proved far more expensive than ordinary schools and the work has suffered from lack of suitable reading material, both for pupils and teachers.

A feature of the year was that increasing number of schools took advantage of the educational programmes broadcast by All-India Radio. All Government secondary schools are equipped with radio receiving sets and a number of non-Government schools have radio sets of their own. So far over 170 schools have become listening members.

The housing of primary schools is steadily improving. Some Local Authorities are fully alive to the need of proper school houses and are doing what they can with available finance.

Vocational training, introduced in five Government high schools in 1939, appears to make satisfactory progress.

The education of girls has received considerable impetus. There has been a further increase of 32,000 in enrolment largely in the primary schools.

The training of teachers has received special emphasis, and increased facilities have been provided for the output of trained teachers which increased by 78 per cent.

Expenditure on education increased to Rs. 463·36 lakhs, 41·5 per cent. of which came from the Provincial revenues, while about 41·7 per cent. was contributed from fees and endowments and 16·8 per cent. from local funds. Primary education alone absorbed over Rs. 207·2 lakhs, exclusive of expenditure on inspection, construction and repairs. Over 400 more villages were provided with schools and, out of 21,668 towns and villages, 13,769 possessed schools at the end of the year. The average area served by each town or village with a school was 5·6 square miles.

Though the total number of educational institutions decreased by 173 to 22,149 the number of pupils in them increased by 50,320 to 1,832,392. The decrease in the number of institutions was due to the closing of some adult education classes. The percentage of male scholars under instruction in all classes of institutions to the total male population was 14·50, against 14·30 in the previous year. The percentage of female scholars to the female population was 5·62, against 5·25 in the preceding year. The number of pupils under instruction in recognised institutions increased by 52,642 to 1,806,343. Of them 1,465,024 were Hindus, 216,247 Muslims, 48,947 Indian Christians, 18,692 Parsis, 5,479 Anglo-Indians and Europeans, 47,238 Jains, 985 Sikhs, 3,731 Jews and others.

The number of primary schools for boys increased by 618 to 18,115 and the number of pupils in them by 43,205 to 1,329,817. The number of primary schools for girls increased by 46 to 1,664 and the number of pupils (boys and girls) in them by 16,433 to 230,277. The total number of girls under instruction in primary schools for boys and girls was 424,659, an increase of 29,691.

The number of secondary schools increased by 30 to 820 and the pupils in them by 13,166 to 181,753. The expenditure on these schools increased by over Rs. 7·4 lakhs to Rs. 107·7 lakhs.

24. *Public Health.*—Increases in t e death and infant mortality rates and decreases in the birth and maternal mortality rates were the features of the year. The death-rate was 27·91 per mille compared with 27·55 in 1939—a small increase of 0·36. The death-rate based on the estimated population, however, showed a decrease—24·89 against 24·91 of the previous year. The birth-rate decreased from 43·16 to 42·07—a welcome sign as the Provincial average birth-rate has remained at a high level undesirable from the public health point. The rural birth-rate was slightly higher than the urban birth-rate—a situation common to predominantly agricultural countries.

For the second year in succession the recorded number of deaths due to respiratory diseases showed a fall and was accompanied by a proportionate fall in deaths from phthisis and pneumonia. A decrease in deaths from dysentery, diarrhoea and cholera was also noticeable. With the exception of cholera, the other principal epidemic diseases, small-pox and plague, reported heavy incidence. Small-pox had had an upward trend since 1938 and probably reached another peak in 1940. There was a rapid decline in plague after the peak year of 1933 (24,560 deaths); but since 1939 the disease has taken an upward turn, mainly in the Karnatak districts.

Among Indians the total number of births registered was 755,817—a decrease of 19,728 from the figure of 1939 and an increase over the previous three decennial means. The proportion of male to female births was 106·22 to 100. Still births numbered 12,543, against 13,747 in 1939.

The year registered a small rise in the number of deaths compared with the previous year. The total number of deaths registered was 501,465, the quinquennial average being 508,606. The proportion of male to female deaths was 105·67 to 100. The recorded death rate for the Province was 27·91, against 27·55 in the previous year. In Bombay City, the birth and death rates were 33·43 and 25·05, respectively.

The provincial infant mortality rate was 169·36, against 152·70 in 1939. Deaths due to child-birth numbered 4,133, against 4,763 in 1939. The maternal mortality rate per 1,000 registered births, including still births, worked out to 5·38, against 6·03 in 1939.

25. *Salt.*—The quantity of salt consumed in the Province was 4,432,314 maunds, against 4,183,552 maunds in the previous year, the average consumption per head being 13 lb. The quantity of salt issued free of duty to various industrial concerns was 252,159 maunds against 187,517 maunds. The increase was due to salt being used for bleaching purposes as sufficient bleaching powder could not be had on account of war. The fish curing yards on the Konkan coast consumed 221,407 maunds of salt, while about 5,000 maunds of denatured salt were issued free of duty to agriculturists for use as manure. The concession of private manufacture of salt and of collecting natural salt was freely availed of in certain parts of the Surat, Thana, Kolaba, Ratnagiri and Kanara districts.

26. *Excise.*—A steady decrease in the consumption of country spirit and country fermented liquor (toddy) and an increase in offences against the excise law were the features of the working of the Bombay Excise Department. These results are mainly attributed to the introduction of the Prohibition measures.

Prohibition continued in the town and Island of Bombay, Bombay Suburban District and that part of the Thana Mahal which is encircled by the Bassein-Thana creek and also in parts of the Ahmedabad district, including Ahmedabad city, and in parts of the Broach and Panch Mahals, Surat, Kanara and Ahmednagar districts. The remaining portions of the last two districts are dry areas. The import, export, transport, manufacture, sale and possession of liquor and intoxicating drugs were prohibited in these areas except under permit.

In July, 1940, the scheme had to be altered as a result of a decision of the Special Bench of the Bombay High Court. The Court held that the action of the Bombay Government in prohibiting, under the Bombay Abkari Act, the possession by any person without a pass, permit or licence of any quantity of

certain intoxicants was *ultra vires* ; that the object of the Act was to secure abkari revenue ; and that there was nothing in the Act to suggest that the Legislature contemplated the introduction of total prohibition of intoxicants as a measure of social reform. The Court also expressed the opinion that it was beyond the power of the Provincial Legislature to enact any law prohibiting possession of intoxicants in such a way as to encroach upon the rights of import and export across the customs frontiers as defined by the Central Government. The Bombay Abkari Act was immediately modified to meet these objections of the High Court and retrospective effect was given to it to validate the notifications already issued under it.

According to the modified scheme no sale of country liquor or toddy was permitted in any prohibition or dry area except for authorised sacramental purposes. The entry of country liquor or toddy, except as incidental to import or export across the customs frontiers in the manner defined by the Central Government, was discouraged by the imposition of a high excise duty on any transport into a prohibition area. Permits for use of foreign liquor were discontinued and the sale of foreign liquor to the public generally has been permitted at a restricted number of retail "off" shops at prices approximately as high as prevailed at the time.

The gross excise revenue increased from Rs. 199·16 lakhs to Rs. 218·10 lakhs, there being increases under all heads of excise revenue except under country spirit, toddy and opium.

27. *Taxes on Income.*—The net income-tax demand during the year was Rs. 397·70 lakhs, of which Rs. 363·67 were collected. The corresponding figures for super-tax were Rs. 194·89 lakhs and Rs. 168·32 lakhs respectively. Receipts from the excess profits tax were Rs. 50·12 lakhs, while surcharge collections amounted to Rs. 41·55 lakhs. The amount of tax which the assessees tried unsuccessfully to conceal, of tax realised on account of scrutiny of cases and of tax assessed on new assessees was Rs. 10·12 lakhs.

28. *Stamps.*—There was a substantial increase in the total revenue realised from the sale of judicial and non-judicial stamps. The total revenue realised was Rs. 147·98 lakhs, against Rs. 140·49 lakhs in the previous year. Of this amount, Rs. 84·78 lakhs were collected under the Stamp Act and Rs. 63·20 lakhs under the Court Fees Act. Bombay City was responsible for a collection of Rs. 24·65 lakhs on account of judicial stamps. The total charges amounted to Rs. 3·50 lakhs, against Rs. 3·46 lakhs in the previous year.

29. *Forests.*—A noteworthy feature was the active association of the Forest Department with war efforts. Extensive departmental operations were undertaken to meet the requirements of the Defence Department and logs, poles and sawn material valued at Rs. 3,61,110 were supplied. The Department also undertook the inspection and passing of material supplied by contractors to the Defence Department.

The most severe and destructive effects of the October cyclone were in the coastal divisions of the Northern Circle, especially in the North and West Thana Division. Over 3,000,000 trees were uprooted or broken in the North Thana Division and 200,000 in West Thana. Prompt measures were taken to help the people who suffered by giving them free timber and bamboos for repairing their boats, houses and gardens. The total value of timber and bamboos granted free in the three Thana Divisions amounted to Rs. 34,770 and Rs. 4,656 respectively. A similar grant amounting to Rs. 1,575 was given in the Kolaba Division.

The question of erosion is receiving attention and in the Central Circle measures taken included the exclusion from clear felling of steep hill slopes, cessation of giving out plots from evergreen forests on the agri-silvicultural system, and the grant of full remission of assessment in forest settlements in cases where the plot holders carry out approved bunding schemes.

The total area regenerated naturally as well as artificially was 68,000 acres. In addition, plantations were raised under the agri-silvicultural system in East Nasik Division. The total forest area in charge of the Department was 10,560 square miles,

yielding a gross revenue of Rs. 44·54 lakhs. Forest policy was liberalised and many extra concessions and privileges were granted to people. Assistance to existing industries in deserving cases was continued and steps were taken to investigate the uses of several forest products as an opening to new industries.

30. *Co-operative Movement.*—Various measures designed to rehabilitate and revitalise the Co-operative Movement were continued. The compromises effected in agricultural credit societies, the continued operation of the concession schemes and other measures adopted in the process of liquefaction of their frozen dues were some of the factors which helped to secure an appreciable improvement in the agricultural credit movement. Side by side with the process of rectification and consolidation, a cautious policy of expansion of the movement was followed.

The recoveries in agricultural credit societies showed a reduction of Rs. 5 lakhs. Such recoveries would have been much better, but for a considerable fall in the prices of important money crops. Overdues dropped from Rs. 132·52 lakhs to Rs. 126·55 lakhs, while fresh finance rose by about Rs. 1·5 lakhs. The number of agricultural credit societies stood at 3,777 at the close of the year, against 3,796 of the previous year. The decrease was due to the liquidation of some societies which were beyond redemption.

With the registration of 93 societies and liquidation of 84 societies, the total number of societies was 5,298 at the close of the year. The registration of village thrift and credit societies and multi-purpose societies was continued. The Bhil societies proved a useful agency in ameliorating the condition of Bhils.

The number of agricultural non-credit societies embracing various activities stood at 374. These societies constitute a vital part of rural development. The sale societies, which number 96, in particular worked satisfactorily. The total sales effected by them amounted to Rs. 114 lakhs. Among other societies in this category, the work done by the taluka development associations, crop protection and better farming societies deserved mention.

The Bombay Provincial Co-operative Bank continued to be well managed. Its resources increased by over Rs. 20 lakhs and the working capital from Rs. 231·10 lakhs to Rs. 251·26 lakhs. The District Central Banks continued to be sound. The total number of land mortgage banks in the Province at the close of the year was 17 primary land mortgage banks, with the Provincial Co-operative Land Mortgage Bank as the apex institution.

On the non-agricultural side, the number of societies increased from 715 to 741. Deposits of all classes increased from Rs. 365 lakhs to Rs. 396 lakhs and the working capital from Rs. 597 lakhs to Rs. 652 lakhs. The urban credit movement showed considerable vitality and development without outside stimulus. The Bombay Co-operative Insurance Society continued to maintain satisfactory progress. Under the consumers' movement, there was an increase in the number of societies, members, sales, profits and the working capital. The housing societies recorded an increase in their number, membership, share capital, reserve and other funds and reduction in Government loans. The producers' societies, however, have not made much headway. A few weavers' societies showed some improvement. The nine industrial associations established under the scheme for the marketing of hand-loom products subsidised by the Government of India showed considerable progress.

31. *Bombay Port Trust.*—The war has brought to the Port a large increase of revenue. The income from rentals and auxiliary services has greatly expanded, and, in spite of the fall in the total volume of trade, the year closed with a surplus of Rs. 36·93 lakhs—the highest in the annals of the Trust. Receipts amounted to Rs. 265·45 lakhs and expenditure Rs. 229·31 lakhs. The Trustees continued their policy of granting relief to trade by reducing rates and charges wherever possible. Reduction of surtax, rebates in rents of Port Trust leaseholds and other tenancies, reduction in wharfage rate on bulk petrol and rebate on pilotage fees were some of the more important reductions effected.

The fumigation of American cotton imported through this port was continued. The Docks Hamallage (Labour) Branch dealt with all demands for labour and the attendance of the labourers continued to be satisfactory. The average number engaged daily was 2,534 and the maximum number employed on a single day was 7,030. The total volume of goods handled by Port Trust labour was over 2,671,000 tons, the inclusive labour charges averaging 3·93 annas per ton.

The Bunder Revenue was down by about Rs. 1·14 lakhs on account of unfavourable trade conditions arising from war and the October cyclone which caused a dislocation in Bunder traffic. Land revenue on the other hand increased from Rs. 47·65 lakhs to Rs. 50·47 lakhs. There was an increased demand for godown accommodation. The demand for new leases, for industrial and storage purposes, was as high as before, the increase in the total area held on lease being over 200,000 square yards. The foreign inward and outward traffic on the Port Trust Railway aggregated 2,123,000 tons and the freight earnings collected on traffic booked or received on account of the G. I. P. and B. B. & C. I. Railways amounted to Rs. 263 lakhs.

PART II

CHAPTER I

ADMINISTRATION OF THE LAND

LAND RECORDS

THE functions of the Land Records Department are to provide the statistics necessary for sound administration in all matters connected with land, to reduce, simplify and cheapen litigation in revenue and civil courts, to provide a record of rights for the protection of all who hold interests in land and to simplify and cheapen periodical settlement operations. Survey and classification of land, and a full record of rights, maintained not spasmodically but from day to day as every change occurs, are indispensable for the assessment and collection of land revenue. This is a task which is never completed. It extends to the cities as well as the countryside and forests. Uninteresting and tedious as much of its work must be, nevertheless, the work of the Land Records Department is the foundation on which the elaborate superstructure of the Provincial Revenue administration rests.

The main function of the Department is to maintain all survey and classification records up to date and for this purpose to carry out field operations preliminary to the incorporation of changes in these records. It has further to organise and carry out rural and city surveys and maintain them in a state of usefulness. Special surveys for private individuals or bodies such as relate to *inam* villages, surveys in connection with Railway or Municipal or Local Board projects, etc., and surveys on behalf of other Departments of the Government and sometimes even Indian States are also undertaken. The supervision of the preparation and the maintenance of the record of rights, the periodical inspection of boundary marks and the revision of settlements complete the functions of the Department.

An important innovation by this Department was the introduction of the new combined village forms VII and XII which gives statistics about rents, tenancies, etc., and provides the data for the preparation of electoral rolls.

The superior staff of the Department consists of a Director who is also the Settlement Commissioner, the post having been

revived from January, 1940, three Superintendents and District Inspectors. The districts in the three Divisions are distributed into three Circles. The Central Circle, with headquarters at Poona, was immediately under the Director of Land Records but since February, 1940, has been placed under the control of the Superintendent of Land Records, Central Circle, who is also Personal Assistant to the Settlement Commissioner and Director of Land Records. The Northern and the Southern Circles with headquarters at Ahmedabad and Belgaum, respectively, are under the Superintendents of Land Records, N. C. and S. C.

The subordinate staff of the Department is divided into three sections—

(*a*) the district staff of Circle Inspectors under the Collectors,

(*b*) the cadastral survey staff (including city survey staff) under the District Inspectors of Land Records, and

(*c*) the staff in District Survey offices and the Central Record Office at Ahmedabad, who keep all the survey records up to date.

The Superintendents and the District Inspectors of Land Records supervise all the three sections, but in respect of (*a*) their function is rather to advise and assist while the actual orders are given by the Revenue Officers. As to (*b*) and (*c*) the administration is direct.

A complete record of rights and interests in lands has been prepared for all unalienated and many alienated villages throughout the Province and steps are being taken to prepare it for the remaining alienated villages where arrangements for its maintenance are possible without extra cost. The record has proved of great value to the land revenue administration and to the public at large who are not slow in realising its importance as an authentic record of their titles. The routine measurement work of the Department was carried on during the year in all the districts of the Province. Special measurement and classification was undertaken in several districts, notably in Ahmednagar, Surat, and Broach and Panch Mahals. Similar work in respect of six out of the eight scarcity works in Bijapur district was completed.

No revision surveys for the purpose of settlement were undertaken.

Revision settlements of five talukas in the Kaira district, of three in the Nasik district, of one in the West Khandesh

district and of four in the Kanara district were undertaken and the enquiry work in respect of all these talukas was completed.

City surveys form an important part of land records. Such surveys have now been introduced in Bombay City and in most of the important cities and towns in the Province. Suitable arrangements have also been made for the maintenance of city survey records.

The survey of the Mehmedabad city and Alandi village site and enquiry work of Mirajgaon and Ashta city surveys were completed. The measurement of the areas of the town planning schemes of Ahmedabad, Amalner and Ahmednagar to be included in the respective city survey limits was also undertaken. The theodolite survey of the non-agricultural development area within the city survey limits cf Thana was completed. The maintenance of the new city surveys of Naroda, Paldhi and Gokak has recently been sanctioned and proposals for the maintenance of Faizpur and Ashta are under consideration.

The city survey maintenance staff in large towns earns sufficient revenue to pay its cost ; in smaller towns it is hardly self-supporting. To remedy this to some extent two or more of the smaller towns are put in charge of one maintenance surveyor or cadastral survey work within a certain limit of the city survey area is entrusted to the maintenance surveyor. The system of writing the Property Register on cards is being gradually extended to all the old city surveys which are under regular maintenance.

The reclassification of lands due to deterioration of soil and consequent reduction in assessment was undertaken in a few isolated cases at the request of the holders.

GUJARAT TALUKDARS ACT

Under the provisions of various Acts, including the Gujarat Talukdars Act, the Court of Wards Act, the Guardians and Wards Act, etc., Government is empowered to take over the management of estates whose owners, by reason of minority, incapacity, etc., are not considered capable of looking after them. A large number of *talukdari* estates is in the Ahmedabad district where, in all three estates are managed by the Collector who is also Talukdari Settlement Officer under the Gujarat Talukdars Act.

The *Jama* demand of the district for the year, including past arrears, was Rs. 2·93 lakhs, out of which Rs. 1·96 lakhs were recovered.

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There were 26 sons of Talukdars receiving education at the Talukdari Hostel at Dhandhuka at the close of the year.

COURT OF WARDS ACT

The Bombay Court of Wards Act was passed in 1905. Under this Act the Commissicners of Divisions are the Courts of Wards for the limits of their Divisions. With the sanction of the Government, they assume superintendence of estates of landholders who, on account of minority or physical or mental defects or infirmity, are not qualified to manage their property and also on application by the landholders of estates that are heavily indebted etc. Arrangements are also made for the education of minor wards.

CHAPTER II

LAW AND JUSTICE

BOMBAY LEGISLATURE

THE constitution of the Bombay Legislature has been radically altered with the coming into force of the provisions of the Government of India Act, 1935, from April 1, 1937. The Bombay Legislature consists of two Chambers the Bombay Legislative Assembly and the Bombay Legislative Council. There are 175 members in the Bombay Legislative Assembly elected as follows :—

Constituencies	Seats
General	115
Muhammadan	29
Women	6
Anglo-Indian	2
European	3
Indian Christian	3
Commerce and Industry	7
Landholders	2
Labour	7
University	1
Total ..	175

Of the 115 general seats, 15 are reserved for the Scheduled castes, 7 for the Marathas and one for the Backward Tribes.

The Bombay Legislative Council consists of 30 members, of whom 26 are elected and 4 nominated. Out of the 26 seats for elected members 5 are Muhammadan seats and one European seat.

All British subjects, rulers and subjects of Federated States and, subject to prescribed conditions, the rulers and subjects of any other Indian States who are over the age of 21 years and possess the necessary property and other qualifications are subject to certain minor exceptions, entitled to vote in general constituencies. Besides these, persons are entitled to vote if they possess the necessary educational qualification or the qualification by reason of service in His Majesty's Forces. The provisions as to franchise to the two Chambers are given in

detail in the Sixth Schedule to the Government of India Act, 1935, the Government of India (Provincial Legislative $\frac{\text{Assemblies}}{\text{Councils}}$) Order, 1936, and the Bombay Legislative $\frac{\text{Assembly}}{\text{Council}}$ Electoral (Preparation, Revision and Publication of Electoral Rolls) Rules, 1936.

The Assembly unless dissolved sooner shall continue for five years from the date of its first meeting. The Council is a permanent body not subject to dissolution but one-third of its members shall retire in every third year. The two Chambers are required to be summoned to meet at least once in every year.

Legislation.—The extent of the power of the Bombay Legislature to make laws for the Province of Bombay or for any part thereof is defined by section 100 of the Government of India Act, 1935. Subject to the special provisions with respect to financial Bills, a Bill may originate in either Chamber of the Legislature. A Financial Bill cannot be introduced in the Council. For introducing a Financial Bill in the Assembly the recommendation of the Provincial Government is required under section 82 (*1*) and (*3*). Certain Bills cannot be introduced without the previous sanction of the Governor or the Governor General, as the case may be. The Bills which require the previous sanction of the Governor General are specified in section 108 (*2*). The most important provisions under which Bills require the previous sanction of the Governor are sections 108 (*2*), 119 (*1*), 167 (*2*) (*b*), 226 (*2*), 267 Proviso (*a*), 271 (*1*) and 299 (*3*).

A Bill is deemed to have been passed by the Legislature when it has been agreed to by both Chambers, either without amendments or with such amendments only as are agreed to by both Chambers. A Bill passed by the Legislature may be assented to by the Governor or he may withhold his assent therefrom or he may reserve it for the consideration of the Governor General. In the latter case the Governor General may declare either that he assents in His Majesty's name to the Bill or that he withholds assent therefrom or that he reserves the Bill for the signification of His Majesty's pleasure thereon.

Financial Powers.—The Budget or annual financial statement of the estimated receipts and expenditure of the Province is every year laid before the two Chambers. Except expenditure charged on the revenues of the Province, the other expenditure is subject to the vote of the Assembly. Even in the case of expenditure charged on the revenues of the Province, the

Assembly can discuss the estimates other than those relating to expenditure for the salary and allowances of the Governor and other expenditure relating to his office for which provision has been made by an Order in Council. If the Assembly has refused to assent to any demand for a grant or has assented to such a demand subject to a reduction of the amount specified therein the Governor may, if in his opinion the refusal or reduction would affect the due discharge of any of his special responsibilities, include in the Schedule of authorised expenditure such additional amount, if any, not exceeding the amount of the rejected demand or the reduction, as the case may be, as appears to him necessary in order to enable him to discharge that responsibility.

On a day fixed by the Governor under rule 18 of the Bombay Legislative Chambers (Governor's) Rules the further demands for grants are submitted to the vote of the Assembly. If in respect of any financial year money has been spent on any service for which the vote of the Assembly is necessary in excess of the amount granted for that service and for that year, a demand for the excess amount is submitted to the vote of the Assembly under rule 19 of the Governor's Rules. If in respect of any financial year further expenditure from the revenues of the Province becomes necessary over and above the expenditure theretofore authorised for that year a supplementary demand for grant is submitted to the vote of the Assembly under rule 20 of the Governor's Rules.

The Council is at liberty to discuss the Budget, further statement of expenditure and supplementary statement of expenditure but no motion in regard thereto can be moved in the Council nor can they be submitted to the vote of the Council.

Resolutions and Questions.—On the day or days allotted under sub-rule (1) of rule 11 of the Bombay Legislative Assembly or Bombay Legislative Council Rules, as the case may be, any member may move a Resolution on a matter of general public interest. If the member wishes to move the resolution in the Assembly he must give 15 clear days' notice and if he wishes to move it in the Council he must give 12 clear days' notice.

Every Resolution must be in the form of a specific recommendation to Government. Resolution on any matter connected with the relations between His Majesty or the Governor General and any Foreign State or Prince, or regarding the personal conduct of the Ruler of any Indian State or of

a member of the ruling family thereof or on any matter connected with any Indian State cannot be moved save with the consent of the Governor. No Resolution can be moved in regard to any matter which is under adjudication by a court of law having jurisdiction in any part of His Majesty's Dominions. The Speaker or the President, as the case may be, may disallow any resolution on the ground that it relates to a matter which is not primarily the concern of the Provincial Government or that it does not comply with any of the Rules.

Questions for the purpose of obtaining information on matter of public concern may be asked. A question may be disallowed on any of the grounds on which a resolution on the subject might have been disallowed, and also on certain other grounds of which the most important are that it must not be in substance a suggestion for any particular action, nor ask for an expression of opinion.

COURSE OF LEGISLATION

From April 1, 1940, to March 31, 1941, the following Acts were made by the Governor of Bombay in exercise of the powers of the Bombay Legislature assumed by him under the Proclamation of November 4, 1939, issued under section 93 of the Government of India Act, 1935, and, having received the assent of the Governor or the Governor General, as the case required, became law :—

Act No. VI of 1940 (*An Act to amend the Bombay Abkari Act*, 1878).—The amendment was necessitated by a decision of the Special Bench of the Bombay High Court which held that the action of the Government of prohibiting, under the Bombay Abkari Act, the possession in certain areas by any person without a pass, permit or licence of any quantity of certain intoxicants was *ultra vires.* It also observed that the object of the Act was primarily to secure abkari revenue and that there was nothing in the Act to suggest that the Legislature contemplated the introduction of total prohibition of intoxicants as a measure of social reform. To meet these objections of the High Court, the Act was amended mainly to make it clear that Prohibition was also one of the objects of the Act and to give power to the Government to prohibit the possession of intoxicants in the Province of Bombay or any specified areas thereof.

Act No. VII of 1940 (*An Act for the temporary repeal of the Bombay Legislative Council (President and Deputy President) and the Bombay Legislative Assembly (Speaker and Deputy Speaker) Salaries Act*, 1937, *and the Bombay Legislature Members'*

Salaries and Allowances Act, 1937).—This was enacted to provide for the temporary repeal, with effect from July 1, 1940, and for so long as the Proclamation of November 4, 1939, issued under section 93 of the Government of India Act, 1935, remains in force of Acts II and III of 1937, which fixed the rates of salaries and allowances payable to the officers and members of the Legislature.

Act No. VIII of 1940 (*An Act to amend the Bombay Securities Contracts Control Act*, 1925).—Sub-section (*3*) of section 5 of the Bombay Securities Contracts Control Act, 1925, required that rules made by a stock exchange should be published one month before they are sanctioned by the Provincial Government. The Act was amended in order to empower the Government to dispense with such previous publication under certain circumstances.

Act No. IX of 1940 (*An Act to amend the Bombay Famine Relief Fund Act*, 1936).—Section 6 of the Bombay Famine Relief Fund Act, 1936, provided for the investment of the amounts of the Bombay Famine Relief Fund in securities of the Central Government only. The section was amended so as to empower the Government to invest such amounts in any Government security as defined in section 2 (*a*) of the Indian Securities Act, 1920, or in securities specified in clause (*c*) or (*d*) of section 20 of the Indian Trusts Act, 1882.

Act No. X of 1940 [*An Act to amend the Bombay Legislature Members* (*Removal of Disqualifications*) *Act*, 1937].—This was enacted to provide for the removal of the disqualification on officers of the Army in India Reserve of Officers, the Auxiliary Force, India, the Indian Territorial Force or any branch of His Majesty's Naval, Military or Air Forces from becoming or continuing to be members of the Bombay Legislature.

Act No. I of 1941 (*An Act to provide for the extension of the term of office of the members of the Bombay Municipal Corporation*).—Under the City of Bombay Municipal Act, 1888, the term of the members of the Corporation for the City of Bombay was due to expire on April 1, 1942. It was considered necessary to extend this term till April 1, 1943, because of certain difficulties in preparing the electoral rolls and completing the necessary preliminaries in time for holding the elections according to the adult franchise scheme introduced by the Bombay Act XIII of 1938.

Act No. II of 1941 (*An Act to amend the Bombay Prevention of Gambling Act*, 1887).—This was enacted to remove a loophole

in the Act. It was amended so as to include in the expression "common gaming house" in section 3 of the Act, all places used for gaming purposes whether the person so using it has a right to use the same or not.

Act No. III of 1941 (*An Act to provide for contribution by local authorities to census expenses*) was enacted to provide for contributions being made by local authorities towards the expenses incurred in connection with the taking of the census in 1941.

Act No. IV of 1941 (*An Act to amend the Bombay Finance Act*, 1932) was enacted to provide for the extension of the life of the Bombay Finance Act of 1932 by one more year subject to certain further amendments. The amendments effected provide that under the Indian Stamp Act, 1899, the duty payable on instruments of gifts and settlements shall be on the value of the property which is the subject-matter of gift or settlement and that where the instrument contained a power of revocation, the value of the property shall be determined, for the purposes of duty as if no such provision were contained in the instrument.

Other amendments were about the rate and drawback and refund of the immoveable property tax. The rate was reduced by one-fifth of the original rate leviable under part VI of the Act and provision was made for the drawback and refund of the tax in conformity with the provisions of the Municipal Acts. A new section 28A was inserted in the Act to provide for continuance of the application of part VI of the Act to any of the notified areas specified in clause (*iv*) of section 20 of the Act, on the conversion of any such area into a municipal district under the Bombay District Municipal Act, 1901, or a village under the Bombay Village Panchayats Act, 1933.

Act No. V of 1941 (*An Act to amend the Bombay Rent Restriction Act*, 1939) extends the life of the Bombay Rent Restriction Act of 1939 for a further period of twelve months. The Act was enacted to restrict the increase of rent of certain premises in consequence of the levy of the Urban Immoveable Property tax.

Act No. VI of 1941 (*An Act to amend the Bombay Agricultural Debtors Relief Act*, 1939).—According to the original scheme of the Bombay Agricultural Debtors Relief Act, the Act was to be brought into force in the whole of the Province of Bombay except the town and island of Bombay. As it was considered that the Act should, in the first instance, be brought into force in certain selected areas only, it was suitably amended to enable

the Government to bring it into force in certain selected areas only.

Act No. VII of 1941 (*An Act to amend the Bombay Tenancy Act*, 1939).—Like the Bombay Agricultural Debtors Relief Act, the Bombay Tenancy Act was also intended originally to be brought into force in the whole of the Province of Bombay except the City of Bombay. It was, therefore, amended so as to enable the Government to bring it into force in such areas as it thinks fit.

Act No. VIII of 1941 (*An Act to amend the Bombay Small Holders Relief Act*, 1938) was enacted to extend the life of the Bombay Small Holders Relief Act of 1938 by one more year up to March 31, 1942. As the Government decided not to bring the Bombay Tenancy and the Agricultural Debtors Relief Acts into force in the whole of the Province at once, it was found necessary to extend the life of this Act.

ADMINISTRATION OF JUSTICE

The High Court, consisting of ten permanent Judges including the Chief Justice and one temporary additional Judge, has both ordinary and extraordinary civil and criminal jurisdiction and exercises original and appellate functions. The appellate Judges of the High Court also supervise the administration of justice by Subordinate Civil and Criminal Courts. Ordinary original jurisdiction is exercised in matters both civil and criminal, which arise within the limits of the Town and Island of Bombay, but the High Court may in civil cases remove and itself try suit brought in any Court under its superintendence, and, in criminal cases, exercise jurisdiction over all persons residing in any place whose Courts are subject to the superintendence of the High Court.

In the Mofussil, the administration of civil justice is, in addition to the High Court, entrusted to four grades of Courts, those of District and Assistant Judges and of two classes of officers styled, respectively, First and Second Class Subordinate Judges.

The Small Causes Court.—For the more easy recovery of small debts and demands, Courts invested with summary powers have been established in the City of Bombay and in Ahmedabad and Poona. The Judges of the mofussil Small Causes Courts have jurisdiction in money suits within the towns where the Courts are situated up to Rs. 500 in value and their decisions are final, save in so far as they are subject to reference

on points of law to the High Court or to the supervision of the High Court in its extraordinary jurisdiction. The jurisdiction of these Courts may be extended to Rs. 1,000. The Bombay Small Causes Court has cognisance in suits not exceeding Rs. 2,000 in value arising within the Island of Bombay.

Criminal Courts.—District and Assistant Judges under the title of Sessions Judges, Additional and Assistant Sessions Judges exercise criminal jurisdiction. But the executive district officers, who in addition to their revenue duties, are invested with magisterial powers, dispose of original criminal work to a great extent. There are under the provisions of the Criminal Procedure Code, in addition to the High Court, four grades of Criminal Courts—those of the Magistrates of the Third, Second and First Class, respectively, and the Courts of Sessions.

CIVIL JUSTICE

The Judicial Staff employed in the Province on December 31, 1940, and engaged partly or wholly in civil cases consisted of 10 permanent High Court Judges, one temporary Additional High Court Judge, 17 District Judges, one Joint Judge, 11 Assistant Judges (including two Assistant Judges under training), a Chief Judge and 5 Judges of the Presidency Small Cause Court, two Provincial Small Cause Court Judges, 24 First Class Subordinate Judges and 101 Second Class Subordinate Judges. In addition, the Registrars of the Small Cause Courts of Poona and Ahmedabad exercised the powers of a Small Cause Court Judge. There were also three Inamdars and Jahagirdars exercising the powers of a Subordinate Judge under Regulation XIII of 1830 and 46 Village Munsiffs appointed under the Deccan Agriculturists' Relief Act, XVII of 1879.

High Court.—The number of original civil suits for disposal in the High Court in 1940 was 3,961, against 3,718 in 1939. Of these 2,112 were decided, leaving 1,849 pending at the close of the year. There were 1,599 insolvency petitions for disposal; 488 of these were decided and 1,111 left pending. The number of applications for execution of decrees was 1,967, of which 1,240 were disposed of.

Nineteen appeals from decrees and 27 appeals from orders on the Original Side were decided during the year. The number of appeals from Civil Courts Subordinate to the High Court decided was 1,498, leaving 1,970 pending at the close of the year.

The receipts of the High Court during the year amounted to Rs. 16·32 lakhs on the Original Side and Rs. 2·26 lakhs on the Appellate Side—an aggregate of Rs. 18·58 lakhs. The total charges on the Original Side were Rs. 8·98 lakhs and on the Appellate Side Rs. 5 lakhs—an aggregate of Rs. 13·98 lakhs.

The Bombay Small Causes Court.—The institutions in this Court were 22,541 and the disposals 22,575, leaving 5,308 pending at the close of the year. There was an increase in the institutions of suits exceeding in value Rs. 500 but not exceeding Rs. 1,000 and of Rs. 1,000 but not exceeding Rs. 5,000, while there was a decrease in other kinds of suits. The total value of litigation showed a decrease, the figure being Rs. 52·20 lakhs against Rs. 54·70 lakhs in the previous year. Of the 22,575 suits disposed of 262 were decided without trial, 6,865 *ex parte*, 8,116 on admission of claims, 5,648 by compromise, 1,615 after full trial, 61 on reference to arbitration and eight by transfer. Of the 16,138 applications for the execution of decrees including 2,827 of the previous year, 13,699 were disposed of and 2,439 remained pending at the close of the year.

Mofussil Courts.—In Civil Courts Subordinate to the High Court, 4,886 appeals were instituted in 1940, showing an increase of 511 in the figure of the previous year Of these 5,009 appeals were disposed of and 5,210 were left pending. In 778 cases or 15·3 per cent. of the whole, appeals were either summarily dismissed or not prosecuted; 2,675 or 52·5 per cent. the judgments of the lower Courts were affirmed; in 600 or 11·8 per cent. they were modified; in 787 or 15·4 per cent. they were reversed and in 255 or 5 per cent. the cases were remanded for a fresh hearing. The remaining four appeals were disposed of by transfer.

The number of suits instituted in these Courts in 1940 was 126,131, a decrease of 3,239 in the figure of the previous year. There was a decrease in money suits to the extent of 3·9 per cent. while in title and other suits there was an increase to the extent of 2·6 per cent., the number of money suits being 99,851 against 103,762 in 1939 and of title and other suits 26,280 against 25,608. The number of suits disposed of was 133,167—a decrease of 111 in the figure of the previous year. The number of suits pending at the close of the year was 62,723 against 66,765 in the previous year. Of the pending cases, 7,747 were pending for more than one year.

Out of the suits disposed of during the year, 17,105 or 12·8 per cent. were disposed of without trial; 25,263 or 19 per cent.

were disposed of *ex parte*, 14,099 or 10·6 per cent. on admission of claims, 32,877 or 24·7 per cent. by compromise, 42,080 or 31·6 per cent. after full trial, 399 or 0·3 per cent. on reference to arbitration, and 1,344 or 1 per cent. by transfer.

CRIMINAL JUSTICE

The Judicial Staff employed in the Province on December 31, 1940, and engaged partly or wholly in criminal cases consisted of 10 permanent High Court Judges, one temporary Additional High Court Judge, 17 Sessions Judges, nine Additional Sessions Judges, one Assistant Sessions Judge, 19 District Magistrates, 10 Presidency Magistrates, 415 other First Class Magistrates, 188 Second Class Magistrates, 187 Third Class Magistrates, 115 Sanitary Committees and Sanitary Boards and 604 Village Panchayats. In addition to the above, there were 19,029 Police Patils in the Province exercising powers under section 14 of the Bombay Village Police Act, VIII of 1867, of whom 402 were invested with powers under section 15 of the Act.

There were six Benches of Honorary Magistrates in the City of Bombay constituted from 169 Honorary Magistrates.

There were 331,123 criminal offences reported during the year, an increase of 300 over the figure of the previous year. Of the total number of cases under inquiry, 316,853 were found to be true. The number of cases brought to trial before the Presidency Magistrates excluding pending cases was 26,185 and before the Honorary Presidency Magistrates was 153,643. The total number of persons under trial before the Presidency Magistrates was 194,398. Of the persons tried, 23,244 were acquitted or discharged, 161,363 convicted, 199 committed to the High Court, 40 died, 183 were transferred to other Provinces, seven handed over to the military authorities and 9,362 remained under trial at the close of the year. Of the persons tried for offences under the Indian Penal Code, 4,078 were convicted and 10,754 were acquitted or discharged. Of those convicted, 3,265 were punished with imprisonment, 149,372 with fine, 7,052 released after admonition, 1,674 released on probation of good conduct and 199 sent to the Leper Asylum at Matunga.

The aggregate number of persons under trial before the mofussil tribunals was 233,079. Of these, the cases of 1,035 were committed to the Sessions or referred to higher authorities. Of the remaining 232,044, the cases of 197,039 were finally disposed of by the various tribunals. Of these, 121,377 or 61·6 per cent. were convicted, 73,029 or 37·1 per cent. acquitted

or discharged, 280 died, 2,349 escaped during trial and four were transferred.

The Courts of Sessions tried 2,730 persons of whom 1,168 were convicted. The death sentence was passed on 25, transportation or penal servitude on 110, imprisonment on 979, fine on 103, whipping on one and 24 were ordered to give security. The number of criminal appeals decided by courts subordinate to the High Court during the year was 3,024 against 2,794 in the preceding year. Of the 123 cases brought to trial before the High Court Sessions, 105 cases involving 180 persons were decided.

REGISTRATION

A conspicuous increase in the total number of registrations was recorded in 1940—260,789 against 250,155 in the previous year.

The triennium 1938-40, however, showed a decrease in the average of the total number of documents—from 261,369 in 1935–37 to 251,462 in 1938–40. The average number of documents, compulsory and optional, relating to immoveable property decreased from 255,881 in 1935–37 to 246,346 in 1938–40; and the average number of documents relating to moveable property declined from 3,622 to 3,206. Wills rose from 1,861 to 1,908.

The number of Parsi marriages registered in 1940 was 594, of which the Registrar of Marriages at the Bombay High Court alone registered 463. The number of marriages registered under the Special Marriages Act was 270, Bombay claiming the major portion.

The number of documents received in 1940 for photography in the Government Photo Registry was 124,781, with 580,703 sides, against 108,107 documents with 500,421 sides in the previous year.

The total gross income of the Department rose from Rs. 13·99 lakhs in 1939 to Rs. 14·79 lakhs in 1940 and expenditure from Rs. 4·87 lakhs to Rs. 4·94 lakhs. The increase was mainly due to an increase in prices of photographic materials required for the Government Photo Registry.

JOINT STOCK COMPANIES

The number of new companies registered during the year was 221, against 159 in the previous year. Of these, 48 were public

limited companies, 162 private limited companies and 11 companies limited by guarantee.

The number of companies in operation at the end of the year was 1,687—666 public, 930 private and 87 limited by guarantee, against 1,535 at the end of the previous year.

There was an aggregate increase of Rs. 1·63 crores in the authorised capital, while the increase in the subscribed and paid-up capital was Rs. 5·54 crores and Rs. 4·51 crores respectively. The aggregate authorised capital of all companies in the Province was about Rs. 225 crores, while the total paid-up capital exceeded Rs. 116 crores. The number of documents registered during the year was 7,902 against 7,175 in the previous year, while the total fees realised were about Rs. 70,400 and the expenditure Rs. 23,600.

The number of societies registered during the year under the Societies Registration Act was 67, bringing the total number of societies registered to 1,068. The number of firms registered under the Indian Partnership Act was 1,243 bringing the total to 13,587.

CHAPTER III

POLICE AND CRIME

THE Police force consists of two distinct bodies, stipendiary and the village police. The stipendiary force is divided into grades, the members of which, beginning as Constables, have the opportunity of becoming Head Constables, Sub-Inspectors, Inspectors and even Deputy Superintendents. In the mofussil—

the Sub-Inspector has charge of the Police Station,
the Inspector has charge of a Sub-Division comprising several Police Stations or a large Town, and
an Assistant Superintendent of Police or a Deputy Superintendent has charge of a Sub-Division of a District.

The whole staff of the Police Prosecuting Inspectors and Sub-Inspectors is now designated as Police Prosecutors.

It is not the purpose of Government to give the stipendiary police a regular military character, and a portion only are armed and to them are allotted the duties of guarding jails and lock-ups and the escorts of prisoners and treasure. The more purely police functions are discharged equally by members of the armed and of the unarmed branches of the force.

The proportion of police to area and population of the different portions of the Province varies greatly, being determined by a consideration of the nature of the country, the density and character of the population, and the neighbourhood of Indian States.

In the Northern Range there is one policeman to every 3·70 square miles and to 793 inhabitants.

In the Southern Range one to 5·02 square miles and to 986 inhabitants.

For the purpose of control the whole force is under the Inspector-General of Police, who is assisted by three Deputy Inspectors-General of Police. Certain administrative powers have, however, been reserved to the Commissioners of Divisions.

The executive management of the police in each district is vested, under the general direction of the Magistrate of the District, in a Superintendent of Police, who is assisted by

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a Deputy Superintendent, and has in some cases one or more Assistant Superintendents under him.

Railway Police.—A special police organisation exists in connection with the railways of this Province—the B. B. & C. I., the G. I. P. and the M. & S. M. Railways. The police employed along these lines of rail are under the supervision of two Superintendents. The Railway Police form a distinct body quite independent of the Police of the districts in which they serve but their pay and prospects are identical with those of the District Police. With the introduction of provincial autonomy on 1st April 1937 the cost of the police employed on Railways for the maintenance of order is recovered from the Railway Administrations concerned. The Railway Administrations continue to bear the cost of the Watch and Ward Staff.

Criminal Investigation Department.—In addition to the police attached to individual districts there exists a special organisation for the detection of crime called the Criminal Investigation Department, which includes the Finger Print Bureau and is under the immediate control of a Deputy Inspector-General of Police. The Criminal Investigation Department, in co-operation with the Police of other provinces, is employed in the prevention of the spread of serious crime, in the investigation into crime having ramifications over several jurisdictions and in the pursuit of criminals. The Finger Print Bureau has been working satisfactorily since its establishment in 1901.

MOFUSSIL POLICE

A reduction in the progressive increase in reported crime and a check on the deterioration in the standard of detection were the salient features of the year 1940.

The total number of cognizable and non-cognizable offences reported during the year was 146,374 against 170,968 in 1939—a net decrease of 24,594. The number of cognizable cases dealt with by the police was 38,409, while those dealt with by the Magistrates direct numbered 14,017—a total of 52,426 against 48,974 in 1939.

Cases of non-cognizable crimes numbered 98,948 against 121,994. Cognizable cases reported to the police rose from 38,273 to 38,409—a slight increase of 136. Of these 292 were political cases under the Defence of India rules. Direct cognizable complaints to magistrates also rose from 10,701 to 14,017.

Murders rose from 472 to 496, attempts at murder and culpable homicide from 166 to 175. Dacoities decreased from 347 to 307 and robberies from 794 to 748. House-breaking with intent to commit an offence increased from 7,390 to 7,438, thefts including cattle thefts from 10,764 to 11,100 and cases of receiving stolen property from 427 to 432. The incidence of total crime and serious crime under the Indian Penal Code for the Province, including railways, worked out to 1·71 and 1·22 per thousand of population against 1·71 and 1·20 in the preceding year.

The total number of Police cases for disposal during the year was 45,891 against 44,965 in 1939. The number of cases excluded as false or due to mistake of laws or fact was 5,090 against 5,948. The total number of cases pending under all classes stood at 7,189 against 7,178 in 1939.

The total number of undetected cases during the year was 11,847 against 11,420 in 1939—an increase of 406. The increase was due to the increase in the number of offences disposed of during the year—33,393 against 31,601 in 1939. A more reliable index of police efficiency in detection is, however, provided by the percentage of undetected cases to true cases disposed of, it being 35·47 against 36·13 in the previous year.

Out of the 19,841 police cases decided by trial, 18,512 ended in conviction against 17,277 out of 18,441 cases tried in 1939. The percentage of cases convicted to those tried was 93·30 against 93·68 in 1939 under all classes and 88·92 against 89·54 under the Indian Penal Code.

The value of property stolen in 1940 in connection with cognizable cases was Rs. 13·98 lakhs against Rs. 10·80 lakhs in 1939, the corresponding figures of the value of property recovered being respectively Rs. 3·46 lakhs and Rs. 2·53 lakhs. The percentage of property recovered to property stolen, based on the percentage of property recovered in individual cases, was 30·99 against 30·86 in 1939.

The sanctioned strength of officers (*a*) officers below the rank of Deputy Superintendent of Police and (*b*) men, stood at 693 and 18,423 respectively against 668 and 17,476 in 1939. The cost of the police, including the railway police and the clerical establishment for the financial year 1940-41 was Rs. 1·04 crores against Rs. 0·99 crore in the previous year. The proportion of police to area, population and cognizable crime investigated was one policeman to 4·27 square miles, 2·22 railway miles, 878 persons and 1·92 cognizable crimes investigated.

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Prompted by the war, the Civic Guard movement was initiated during the year to assist the police in times of emergency and to provide an opportunity for public-spirited persons to prepare themselves to render service to their fellow citizens. The Guards were put through a course of drill, physical exercises and other items of outdoor training and were also instructed by means of lectures and demonstrations in law and police duties in connection with detection and prevention of crime, traffic control and patrolling. Instructions in first aid, fire-fighting and air raid precautions duties were also given. Gymkhanas and recreation clubs were started in several places for the Guards and sporting events were arranged. Miniature rifle shooting clubs were organised in some places, a portion of the expenditure on arms and ammunition being met by the Government. The total strength of the Guards in the Province, including Bombay City, was 4,104. The organisation has proved very useful and in Bombay City, the Guards rendered signal service during the October cyclone.

BOMBAY CITY POLICE

An increase in reported cognizable and non-cognizable crime, a drop in non-cognizable assault cases due to the enforcement of prohibition, closer co-operation between the public and the police through the medium of the press and improved traffic facilities were some of the noteworthy features of police administration in the city of Bombay in 1940.

Several reasons are ascribed for the increases in crime in the Commissioner's annual report for 1940. The restrictions imposed by the Act of 1938 on the externment of gangs of persons with criminal tendencies, he says, has had adverse repercussions on the prevention and detection of crime. Other factors include the increasing population of the city, the enforcement of lighting restrictions resulting in increased criminal activities by night, the strain imposed upon the police in connection with the general mill strike and by the large number of miscellaneous duties arising from the war, and lastly, increasing readiness on the part of the public to report crime, no matter how trivial.

The total number of cognizable and non-cognizable offences was 229,682 cases against 215,670 in 1939—an increase of 14,012 against an increase of 24,987 in the previous year. The total number of cognizable cases of all classes reported to the police was 155,814 against 142,818 in 1939. An appreciable rise of 11,683 cases was recorded in offences under special and

local Acts the figure for the year being 144,558 against 132,875 in 1939. Most of these cases were under the Bombay City Police and Bombay Municipal Acts.

The total number of police cognizable cases for disposal was 158,527 against 146,091 in the previous year. The percentages of true cases to cases for disposal for 1939 and 1940 were 97·99 and 98·01 respectively. Convictions showed a percentage of 88·48 against 89·75 in 1939. The percentage of undetected cases was 53·39 against 52·77 in the preceding year. Cases left pending at the end of the year numbered 2,806 against 2,640 in 1939.

During the year 156,527 persons were prosecuted by the police, against 144,575 in 1939. Altogether 156,016 persons were tried and 141,528 were convicted. The percentage of convictions was 90·71 against 91·10 in the previous year. At the close of the year 3,697 persons were awaiting trial.

Of the persons prosecuted, 1,057 were juvenile offenders (persons under the age of 16) who were sent before the Presidency Magistrates, Bombay for trial in connection with different offences under the Indian Penal Code and Local Acts. And 1,054 children and young persons under the age of 16 were sent by the Bombay City Police to the Umerkhadi Children's Remand Home.

The total value of property alleged to have been stolen in cognizable cases reported to the police amounted to Rs. 7·83 lakhs, compared with Rs. 12·26 lakhs in 1939. The total value of property recovered was Rs. 1·86 lakhs, against Rs. 1·23 lakhs, giving a recovery percentage of 23·75 against 10·01 of 1939.

In their efforts to suppress betting and gaming in the city limits the police raided eight bucket shops and 519 other gaming houses, arresting in all 2,237 persons. Of these, 452 were convicted. The police arrested also 3,717 persons for gaming in public places, of whom 3,024 were convicted, and four persons for aiding and facilitating gaming, of whom two were convicted.

Warnings were given to 50 persons for non-compliance with the requirements of the law relating to the press, books and newspapers. There were 55 industrial strikes, including the general mill strike, against 69 in the preceding year.

"The enforcement of the Government's prohibition policy has not been easy," says the Commissioner of Police "The work of the police has increased and become complex as a result

of the changes in the prohibition policy from time to time, but the staff is considerably reduced. But the beneficial effects of prohibition are manifest from the appreciable drop in non-cognizable assault cases, the average of which per month dropped from 2,093 in the previous year to 1,888 in 1940. Possibly the drop in fatal and non-fatal motor accident cases can also, to some extent, be attributed to prohibition."

Measures were taken by the police to use the press as a medium of contact between the public and the police. This was achieved by issuing weekly communiques to all local newspapers containing warnings regarding crime epidemics and the activities of criminals, descriptions of property lost and other matters connected with police work.

The value of this has been proved in several cases. For instance, a notorious cheat, "wanted" in several cases in Bombay, was arrested in Delhi and subsequently convicted on eight counts for cheating, as a result of information from a member of the public who had seen the "wanted" man's photograph in a newspaper. Statistics shows that the prevalence of practically every form of preventible crime has decreased after the publication of warnings and in many cases complainants have been traced and property identified through this medium.

In street accidents 113 persons were killed and 3,842 injured. Special arrangements were introduced for traffic improvement. Loud-speakers were employed in the direction and regulation of both vehicular and pedestrian traffic and to impart knowledge of the regulations to drivers of vehicles. Policemen at times gave lectures at the various traffic parking places in the city where drivers were in attendance.

The Air Raid Precautions (A. R. P.) scheme continued to be in operation. The Bombay scheme is based on the postal delivery areas of the city. In all there are 314 A. R. P. units and each unit is in charge of a Divisional Warden, having under him group wardens and air raid wardens. Each warden's post has a minimum strength of six wardens. There are in addition, 200 A. R. P. First Aid Posts, an Auxiliary Fire Service with 12 auxiliary fire stations and an A. R. P. mobile convoy comprising all the A. R. P. services. Lighting restrictions were imposed in the city from June 11, 1940, and six air raid alarm exercises were held to educate the public as to what they should do and how they should act in the event of a hostile attack. The exercise held in August was witnessed by His Excellency the Viceroy who expressed satisfaction at the way the various

services responded and got into action on a supposed badly damaged area.

The total permanent strength of the police force at the close of the year was 4,668, against 4,661 in 1939. The proportion of crime to population stood at 1 to 7·47 against 1 to 8·10 in 1939 and to each police unit at 1 to 33·28 against 1 to 30·74 in 1939.

VILLAGE POLICE

Under the provisions of Bombay Act VIII of 1867, the Village Police are, subject to the control and direction of the Commissioner, administered by the different District Magistrates. It is their special duty to prevent crime and public nuisances and to detect and arrest offenders within village limits. They are not stipendiary, but receive perquisites from the inhabitants of the village or rent-free lands or small sums of money from Government. In each village the Village Police are under the charge of the police patel, who is often, but by no means always, the person performing the duties of revenue patel. His duties as police patel are to furnish the Magistrate of the district with any returns or information called for, and to keep him constantly informed as to the state of crime and all matters connected with the Village Police and the health and general condition of the community in his village. Under a form of administration which preserves the village as the unit of collection in revenue matters, the institution of Village Police naturally holds an important place.

In 1940, the village police rendered assistance in 401 cases against 390 in 1939 and were rewarded, as usual, by the grant of monetary rewards, presentation of swords and certificates of merit. A regrettable feature was the increase in the number of village policemen punished for neglect of duty. Of the 630 reported for neglect of duty, 598 were punished departmentally against 503 and 495, respectively in the previous year. Sixty-six were concerned in the commission of cognizable crime of whom 22 were convicted.

MOTOR VEHICLES

The enactment by the Central Legislature of the Motor Vehicles Act, 1939, to replace the Indian Motor Vehicles Act, 1914, coupled with the great increase in recent years in the number of vehicles in use, necessitated a change in the system of administration. In Bombay, the Government issued orders that motor vehicles administration should be carried out on a regional basis, and from March 1, 1940, the Province was

divided into five regions with their respective headquarters at Bombay, Ahmedabad, Poona, Nasik and Belgaum. A body of officials and non-officials, called the Regional Transport Authority, was constituted for each region to deal with the licensing of transport vehicles.

Altogether 11,306 temporary licences and 3,528 licences to new drivers were issued in 1940-41. In addition 47,035 driving licences were issued under the new Act in continuation of the 1914 Act. The number of authorisations issued to drivers of public service vehicles was 10,422 and the number of those refused, suspended or cancelled was 15,481. About 4,500 driving tests were carried out, the ratio of success to failure being 2 to 1. The number of new vehicles registered was 2,369, while 27,281 vehicles were given new registration marks and 874 were brought to new registers from other Provinces. Fitness certificates issued and renewed totalled 10,287 and 3,590 respectively.

There were 7,456 accidents. Of these 5,196 were in Bombay City. The number of prosecutions under the Motor Vehicles Act was 7,961, of which 5,223 resulted in conviction.

Fees collected in respect of issue and renewal of driving licences, etc., amounted to Rs. 5·60 lakhs, while Rs. 37·74 lakhs were collected under the Bombay Motor Vehicles Tax Act.

The formation of partnership firms and private limited companies among the bus owners and public carriers was actively encouraged. In general, those interested in public motor transport have now realised the great utility and value of the firms.

GOVERNMENT MALE AND FEMALE WORKHOUSES

By the European Vagrancy Act of 1874, a person of European extraction (which does not include those commonly known as Eurasians or East Indians) found asking for alms or wandering about without any employment or visible means of subsistence is a "vagrant" and may be required by a police officer to appear before a Magistrate. If the latter thinks that the vagrant is not likely to obtain employment at once he sends him to a Government Workhouse known as the Working Men's Hostel, where he is kept. If the Magistrate is of opinion that the vagrant is likely to get employment in any other place in India he may at his discretion forward the vagrant to such a place.

If after a lapse of a reasonable time in a workhouse no suitable employment is obtainable for the vagrant, the Provincial Government may cause him to be removed from British India at Government expense or may release him.

Penalties are provided by the Act for refusal to go before a Magistrate, for quitting the workhouse without leave, etc., two years' imprisonment being the maximum penalty for the latter offence.

The Government Male Workhouse is now administered by the Salvation Army, which receives a grant from the Government. Destitute Europeans may go voluntarily to the King Edward's Home which is managed by the Salvation Army and also receives a grant from the Government.

The total number of inmates in the Working Men's Hostel during the year ended December 31, 1940, was 43 of whom 26 were newly admitted. Twenty-four were discharged during the year and five deserted. Of the number discharged, seven found employment, 10 were restored to friends, two died, one was sent to the King Edward's Home, one to the mental home and three were convicted for sundry offences.

The total cost of the hostel to the Government was about Rs. 8,530 against Rs. 9,670 in the preceding year. The average daily population was 15·7 and the average cost per head per day Re. 1-7-0.

There were neither admissions into, nor discharges from, the Government Female Workhouse.

JAILS

The year was a difficult one for the Jail Department due to war conditions and the civil disobedience movement launched by the Congress. Separate accommodation had to be found for different classes of prisoners dislocating the normal working of the jails. Difficulty was felt in securing proper type of recruits for the guarding staff. Prices of raw materials used in jail factories went up and varied from day to day and so the cost of maintenance.

The number of convicted prisoners admitted in 1940 was 33,197 against 29,652 in 1939. The daily average jail population was 8,846 against 8,000. The admission of civil prisoners decreased from 204 to 187. The number of habituals admitted during the year was 2,755. The number of prisoners released under the remission system was 2,071 against 1,956 in 1939.

Altogether 4,368 prison offences were dealt with by Superintendents. Of these 1,511 related to work, 789 to prohibited articles, 331 to assaults and mutinies and 1,737 to other offences. Special remission was awarded on 12,893 occasions.

The health of the prisoners in different jails was, on the whole, satisfactory. The sick-rate decreased from 17·4 to 14·1 while the death-rate slightly went up from 6·8 to 7·2.

The daily average number of prisoners sentenced to labour was 6,160. The daily average number of persons employed on intra-mural manufactures was 2,990, while the total number employed on remunerative labour was 3,304. The average cash earnings per prisoner was Rs. 24-11-8 against Rs. 30-5-3 in 1939. The average cash earnings per prisoner actually employed on prison manufactures was Rs. 46-1-9 against Rs. 56-4-0 in 1939. The average net profit per prisoner sentenced to labour was Rs. 33-6-5 and per prisoner actually employed on manufactures Rs. 62-4-5. The total net profit was Rs. 2·06 lakhs against Rs. 1·63 lakhs in the year before.

The gross cost of maintaining a prisoner in the central and district prisons was Rs. 129-7-4 which represents only the cash expenditure. If the cost of articles supplied from prison gardens and dairies were taken into account, the cost of maintenance would be Rs. 136-8-6. The dietary charges amounted to Rs. 35-7-11 per head, or, including the value of articles supplied by jails, Rs. 41-5-9.

Measures taken to educate the juvenile sections include both advancement of literacy and vocational pursuits. Great progress is being made in adult education. All prisoners who are illiterate or semi-literate are made to attend classes except short termers with a sentence of less than three months and prisoners who are over 45 years of age. The average number of adults attending classes was 2,034 against the daily average of 6,270 confined in all prisons. Prison libraries are growing very popular and a very large number of prisoners take advantage of them.

BORSTAL SCHOOL, DHARWAR, AND THE BOMBAY PROVINCE PROBATION AND AFTER-CARE ASSOCIATION.

The year opened with 468 inmates in the Borstal School, Dharwar. The school admitted 228 boys and discharged 182, leaving 514 at the end of the year. Of the 130 lads discharged on licence, 16 broke the conditions of licence. The percentage of defaulters was 12 against 10 for the previous year.

Besides the classes held in regional languages, industrial training was imparted in carpentry, weaving, tailoring, gardening and agriculture.

The total cost of dietary charges was about Rs. 18,400. The average cost per boy was Rs. 45-4-4. The total cost of maintenance of the school was Rs. 71,550.

The Bombay Province Probation and After-Care Association is concerned with the supervision and after-care of lads released from the Borstal School, Dharwar, from certified schools and of children released on probation by Juvenile Courts.

The number of District Associations rose from 9 to 11. There were 457 Borstal and certified school licensees under the supervision of 247 probation officers. The percentage of failures of these licensees was 21·6 and 29·3 respectively.

JUVENILE BRANCH

The Juvenile Branch was constituted by the Government in 1934 and was placed under the direct control of the Backward Class Officer in his capacity of Chief Inspector of Certified Schools. The main activity of the Juvenile Branch is the administration of the Bombay Children Act, whose purpose is both preventive and remedial. It provides protection and right treatment for many types of boys and girls, who are under sixteen years of age—neglected, uncontrollable, victimised and delinquent. The Act was amended in 1936 and several voluntary institutions were recognised as Certified Schools.

Work under the Children Act is still in its infancy. The number of children dealt with under the Act in 1940-41 was 3,020 against 2,791 in 1939-40. The number of children arrested was 2,716. Of these 1,363 or 50·14 per cent. were neglected or destitute children and 1,170 or 42·34 per cent. youthful offenders. The corresponding percentages for the previous year was 57·01 and 38·07.

The Juvenile Branch noticed many flagrant instances of exploitation of children by mercenary adults. A group of boys used to be lured away from schools by a receiver of stolen property to steal *chappals* for him. Stealing of scrap iron which has a considerable demand at present is another form of theft. The underworld of Bombay is full of "champiwallas" who press into their service a large number of juvenile recruits from different parts of India who generally drift into the city with the hope of finding employment. Many of these boys are found to be suffering from venereal diseases.

The total number of children dealt with by the Juvenile Courts except Pandharpur was 3,020 against 2,791 in the previous year.

Remand Homes.—Remand arrangements have been provided in nine districts of the Province. A remand home serves several purposes : it provides safe accommodation for children arrested under the Act and is an observation centre for the personal study of the child and a useful deterrent to uncontrollable children.

Certified Schools.—There are in all 18 certified schools. Of these four are major schools—the Chembur Home, David Sassoon Industrial School, the Yeravda Industrial School and the Byramjee Jeejebhoy Home. The last one admits girls also. The total number of court-committed children in these schools was 1,080 of whom 42 were girls. Altogether there were 1,448 court-committed children in residence in certified schools at the close of the year.

About 142 boys in the major certified schools were employed on full-time crafts. It has been found by experience that unless boys are put on full-time occupations, involving strenuous labour, at least a year prior to their release, they do not acquire sufficient practice and proficiency in the trades selected by them and are also not inured to hard work, with the result that when they are placed after release in occupations requiring sustained labour they often break down.

With the help of a special grant from the Government, the Children's Aid Society has now started an institution for mentally defective children of the *educable* type. It is hoped that it would be possible for the authorities in course of time to make arrangements for mentally deficient children of the *uneducable* type also.

CRIMINAL TRIBES

There was a slight improvement in the employment situation regarding skilled labour from criminal tribes settlements and free colonies in textile mills and factories. The improvement was mainly due to the starting of night shifts in the textile mills at Ahmedabad and Hubli. Work was provided for more persons in stone quarries and tank construction.

The settled population of the Criminal Tribes Settlements on March 31, 1941, was 5,820, against 6,315 in the preceding year. The number of registered persons under the Act was 1,902. The population of the free colonies was 8,819, including 946 registered persons, against 8,394 in the previous year.

During the year 116 persons were newly interned in settlements. The number released on probation was 1,041.

The health of the settlers and colonies was satisfactory, except at the Kambarganvi Sub-Settlement in Dharwar district, run by the Mission in charge of the Hubli Settlement. It is proposed to close down this sub-settlement on account of the high incidence of malaria among practically all the settlers.

The policy of constructing decent huts for the settlers and probationers is progressing. Loans for building the huts are advanced by Settlement Credit Societies and recovered in small instalments. When the loan is repaid in full, the house becomes the property of the occupant.

Education of children between the ages of 6 and 13 in the settlements and free colonies is compulsory. Of the total population of 5,820 in settlements proper, 1,169 children attended the day schools and 218 attended the night schools, the figures for free colonies being 1,469 and 224 respectively. Vocational training was continued and 121 students—mostly boys—were apprenticed to various trades, such as carpentry, weaving and agriculture. There were in addition 282 boys and girls in the settlement manual training class. Efforts to promote literacy among the adults were continued and in some settlements the classes for adults were combined with the night classes for adolescents.

Including 24 unregistered persons, 360 from settlements were convicted in 303 cases, against 331 and 309 respectively in the previous year. From the free colonies, 94 persons, of whom 16 were unregistered, were convicted in 48 cases, against 47 persons and 27 cases in the preceding year.

The Hubli Settlement maintains a Women's Home for troublesome and immoral women belonging to the different settlements. A special Women's Section is attached to the Bijapur Reformatory Settlement for women with bad criminal records. The Children's Homes at Sholapur and Hubli ended the year with 51 inmates.

The total recurring expenditure on account of the Settlement was Rs. 2·86 lakhs, against Rs. 2·84 lakhs in the previous year. The total non-recurring expenditure was about Rs. 12,400.

CHAPTER IV

AGRICULTURE, WEATHER AND CROPS

THE agricultural season of 1940–41 was on the whole satisfactory over the greater part of the Province. Judged by the crop acreage and total output of the principal crops, it proved better than the preceding year. The rainfall was fairly adequate throughout the greater part of the Province and its periodic distribution was also satisfactory. As a result of these favourable conditions, the total area under cultivation extended beyond the average acreage of the past decennium and was associated with a gratifying increase in the total crop yields. The only exceptions were in the northern areas of Gujarat and the south-eastern tracts of the Province, where the rainfall, in addition to being inadequate, was spasmodic and unevenly distributed.

An unusual and unfortunate feature of the year was the occurrence, during October, of a severe cyclone, accompanied by heavy rain, which caused considerable damage to crops and orchards along the coastal tracts of the North Konkan and the South Surat district. At the same time, in the West Khandesh areas, cotton and *rabi* seedlings and, in parts of the Belgaum district, sugarcane, were severely affected by heavy rain storms and high winds. These cyclonic weather conditions seriously hindered the normal progress of field operations in the areas affected. The cyclone which was the severest known during the last four or five decades, caused considerable loss of human life and serious and widespread damage to crops and fruit gardens.

Gross and Net Cropped Areas.—There was an increase in both the gross and net cropped areas. The gross cropped area increased by 384,000 acres, from 29,414,000 acres in 1939–40 to 29,798,000 acres in 1940–41 and the net cropped area by 173,000 acres from 28,540,000 acres to 28,713,000 acres. The increase was most noticeable in Gujarat, the Deccan and Konkan.

Twice Cropped Area.—This also showed an increase of 211,000 acres, from 874,000 acres to 1,085,000 acres. The increase was noticeable throughout the Province.

Temporary Cultivation in Forest Lands and other cultivated land excluding current fallows.—About 138,000 acres of forest land and 81,000 acres of culturable waste or " other uncultivated land excluding current fallows " were given for temporary cultivation, mainly in the Deccan and Konkan.

Cultivated and Uncultivated Area

(Area in thousands of acres)

Details	1939-40	1940-41
Cultivated Area	Acres	Acres
Gross cropped area	29,414	29,798
Area cropped more than once	—874	—1,085
Net area cropped	28,540	28,713
Current fallows	+5,232	+5,052
Total, Cultivated area ..	33,772	33,765
Uncultivated Area		
Available for cultivation (other uncultivated land excluding current fallows).	951	932
Not available for cultivation .. .. — Forest ..	8,331	8,306
Not available for cultivation .. .. — Others ..	5,665	5,717
Total, Uncultivated area ..	14,947	14,955
Total area ..	48,719	48,720

NATURE OF THE CROPS

Food Crops.—The area under food crops—cereals, pulses, sugarcane and fruits and vegetables, increased by 1·4 per cent. over that of the previous year and by 3 per cent. over that of the last decennium. *Jowar* showed an appreciable increase in area in the Deccan and Karnatak but there was a marked fall in Gujarat. In the case of *bajri*, Gujarat had an increase while the Deccan and Karnatak showed decrease. The area under rice, wheat, gram and sugarcane increased by 5·9 per cent., 3·9 per cent., 13·2 per cent., and 17 per cent. respectively, compared with the previous year.

Non-food Crops.—The area under non-food crops, which include cotton, tobacco and oil seeds, showed an increase of 1·1 per cent. and 1·9 per cent., over the previous year and the average of the preceding decennium, respectively. Though the total area showed an increase, the area under tobacco declined by 4·9 per cent., below the area of the previous year but showed an increase of 13·7 per cent., over the average of the preceding decennium. The area under cotton and oil-seeds

increased by 4·4 per cent. and 2·1 per cent., over the preceding year and by 0·3 per cent. and 35·2 per cent., compared with the average of the past ten years, respectively.

Cropped Area

(Area in thousands of acres)

Crops	1939–40	1940–41
Food Crops	Acres	Acres
(*a*) Cereals and Pulses—		
Jowar	8,042	8,155
Bajri	4,258	4,087
Rice	1,860	1,970
Wheat	1,686	1,752
Gram	517	585
Others	3,588	3,680
Total, Cereals and Pulses ..	19,951	20,229
(*b*) Sugarcane	100	117
(c) Other food crops*	459	447
Total, Food Crops ..	20,510	20,793
Non-food Crops		
(*a*) Tobacco	183	174
(*b*) Oil-seeds	2,507	2,560
(c) Cotton	3,722	3,885
(*d*) Other non-food crops†	2,492	2,386
Total, Non-food Crops ..	8,904	9,005
Total, Crops ..	29,414	29,798

* These include "Condiments and Spices", "Fruits and Vegetables" and "Miscellaneous Food Crops".

† These include "Dyes", "Drugs and Narcotics" (excluding Tobacco, which has been separately noted), "Fodder" and "Miscellaneous Non-food Crops".

The variations under principal crops are explained below.

Jowar and Bajri.—The following table compares the extent of variations in area under these staple crops in the different divisions of the Province :—

(Area in thousands of acres)

Divisions	Jowar									Bajri		
	Average*			1939–40			1940–41					
	Kharif	Rabi	Total	Kharif	Rabi	Total	Kharif	Rabi	Total	Average*	1939–40	1940–41
	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres	Acres
Gujarat	475	163	638	669	153	822	574	126	700	329	413	458
Deccan	801	4,079	4,880	907	3,903	4,810	959	3,980	4,939	2,955	3,321	3,214
Karnatak	990	1,484	2,474	1,011	1,397	2,408	877	1,638	2,515	433	524	415
Total ..	2,266	5,726	7,992	2,587	5,453	8,040	2,410	5,744	8,154	3,717	4,258	4,087

*Average of ten years 1929–30 to 1938–39.

It will be seen from the above table that the area under *jowar* showed an increase of 1·4 per cent., while *bajri* declined by 4 per cent. compared with the area of the previous year. Compared with the previous decennium, however, both *jowar* and *bajri* increased in area by 2 per cent. and 10 per cent. respectively.

Rice.—The area under this crop increased by 5·9 per cent. The most noticeable increase in area was in Gujarat.

Wheat.—The area under wheat also advanced by 3·9 per cent., the most noticeable increase being in the Karnatak.

Oilseeds.—The area under oilseeds rose by 2·1 per cent. over the previous year and by 35·2 per cent. compared with the decennial average. The area under groundnuts showed an increase of 4·2 per cent.

Cotton.—The area under cotton increased by 163,000 acres or 4·4 per cent. The increase was most marked in Gujarat and the Deccan.

Sugarcane.—The area under this crop expanded by 17,000 acres or 17 per cent. The increase was general throughout the Province.

Tobacco.—The acreage under tobacco declined by 9,000 acres or 4·9 per cent. The decrease was marked in the districts of Kaira, Satara, Belgaum and Bijapur.

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Fruits and Vegetables.—The area under these crops fell by 5,000 acres. The decrease was almost general in the Province except in the Sholapur district, where it increased by 4,100 acres.

Irrigated Area

The irrigated areas showed a reduction of 77,000 acres or 6·3 per cent. compared with the previous year. The decrease was chiefly in Gujarat, the Deccan and Karnatak.

Irrigated Area

(Area in thousands of acres)

Details	1939-40	1940-41
Area irrigated	Acres	Acres
Irrigated from Government canals	283	245
Irrigated from private canals	87	67
Irrigated from wells	721	694
Irrigated from tanks	108	112
Irrigated from other sources	25	20
Total—Area irrigated ..	1,215	1,138
Crops irrigated		
Rice	204	162
Wheat	203	175
Barley	12	9
Jowar	278	270
Bajri	81	65
Maize	23	22
Other cereals and pulses	82	83
Sugarcane	99	116
Other food crops	191	180
Cotton	41	33
Other non-food crops	194	198
Total—Crops irrigated ..	1,408	1,313

Note.—The difference in totals of area irrigated and crops irrigated is due to the inclusion in the latter of the area cropped more than once.

Outturn of Crops.—The following table compares the acreage under food-grain crops (cereals and pulses) in each division of the Province and their approximate outturn in tons during the year under report with similar statistics for the two preceding years :—

Division	Area in thousands of acres			Outturn in thousands of tons		
	1938-39	1939-40	1940-41	1938-39	1939-40	1940-41
	Acres	Acres	Acres	Tons	Tons	Tons
Gujarat	2,490	2,324	2,530	608	417	693
Deccan	11,202	11,296	11,365	1,800	1,698	1,889
Karnatak	4,973	4,726	7,545	859	834	765
Konkan	1,614	1,605	4,720	632	541	628
Total ..	20,279	19,951	20,228	3,899	3,490	3,975

Condition of the Agricultural Population.—On the whole, there was an appreciable increase in the food crops produced during the year. Owing to the uncertain international conditions resulting from the war, the incidence of price variations of different commodities was uneven. The prices of *jowar* and *bajri* ruled somewhat cheaper but those of rice rose abnormally, due mainly to the shortage of Burma rice imports in the market. The prices of wheat and cotton likewise had an upward trend. The expanded cultivation of groundnuts and the transport difficulties for their export were reflected in the reduction of price.

The condition of cattle was generally satisfactory. Rinderpest and other animal diseases prevailed as usual but did not assume such proportions as to interfere seriously with the normal progress of agricultural operations.

Wages of agricultural labour remained generally the same as in the previous year.

DEPARTMENT OF AGRICULTURE

Considerable progress was recorded during the year in many of the scientific research activities which are being carried out by the Agricultural Department. This progress is not only confined to existing schemes of experimentation on crop and

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livestock improvement and other scientific work in progress, but is indicated by the numerous developments of new research schemes designed to remove the difficulties and add to the profits of the cultivators.

The research work is now being reviewed periodically by departmental committees of expert officers presided over by the Director of Agriculture. The system has proved of very great assistance in the guidance of research workers in different parts of the Province, particularly in securing effective coordination between scientific research work on the same and allied subjects.

Sugar Research Station, Padegaon.—The object of the scheme here is to secure higher and more economical yields of sugarcane under canal irrigation in the Bombay-Deccan. Scientific research is being carried on in three main directions—soil management, sugarcane physiology and improved cultural methods including trial of new cane varieties. In the soil physics section, progress has been made in the studies on soil genetics, soil fertility and alkali soils. The work in the crop physiology section includes investigation of such problems as the varying climatic and environmental conditions on the development of different cane varieties in the field and on the water and manurial requirements of cane. Three new systems of irrigational technique, devised with the object of effecting economy in irrigational water, have completed their second year under trial and one of them is showing good promise. Bio-chemical researches into mineral nutrition of the cane crop have indicated the greater influence of potash over phosphate on increasing cane tonnages and on improving sucrose content. In the agricultural management section, field experiments on variegated irrigation and manurial techniques for cane growing have completed the second year of trial. The scheme for the regional survey of borer pests of sugarcane was continued in accordance with the all India programme of investigation. Top shoot borers not previously found in the Bombay-Deccan were observed in certain areas. The insects appear to be increasing in numbers and may develop into a major pest in the Deccan cane tracts.

Dry Farming Research Station—Sholapur and Bijapur.—The year under report was the eighth year of the sanctioned period of the scheme for scientific research into the problems of crop production in scarcity or famine areas of the Bombay Deccan. The agricultural season at Sholapur proved to be exceptionally favourable for *rabi* crops but fair for *kharif* crops

At Bijapur, the season was the worst in the history of the research station. Periodic soil-moisture determinations at Sholapur showed that the adoption of the "Bombay Dry Farming Method" resulted in the conservation of more moisture in the soil than the "Cultivators' method" during the *rabi* season. At Bijapur, soil moisture was found to be inadequate in deep and medium black soils under both methods of cultivation. However, in an area of deep black soil, which was kept fallow in the previous season, there was just sufficient moisture to support a good crop of *rabi jowar* in spite of the extremely low rainfall of the season. The most outstanding result of the year at Bijapur was the *jowar* crop obtained from a plot fallowed in the previous year. The yield from this plot was 667 lb. of *jowar* and 869 lb. of straw, indicating that the practice of fallowing is an insurance against a possible year of famine or partial crop failure due to scanty rainfall.

Improvement of Crops.—The work of cotton improvement in Gujarat is centred at the Government Research Stations at Surat, Broach and Viramgam and is directed towards the production of better strains of cotton which will yield increased monetary returns per acre to the cotton-growers. At Surat, research work with the main object of producing an improved cotton variety which will possess the highly valued fibre qualities of the existing improved type 1027 A. L. F. and which, at the same time will excel it in yield and ginning percentage, was continued. Scientific work, both by selection and hybridisation, was carried on to evolve types possessing the best possible combination of economic characters required for the tract. The object of the research of the Broach Cotton Research Scheme is to evolve a highly wilt resistant, high ginning and spinning and better yielding type of cotton to replace the inferior wilt susceptible but high ginning Broach local variety commercially known as *kanvi*. Scientific botanical improvement is being carried on at Viramgam to improve upon the existing *dholleras wagad* cotton with regard to yield and quality and early maturity so as to minimise risk of loss from frost damage.

The Khandesh Cotton Breeding Research Scheme has now completed the fourth year of its five-year extension period. The object here is to improve upon the existing *jarila* cotton with regard to ginning percentage, yield and high wilt resistance.

In the Southern Division, the improvement in the Kumpta and Dharwar-American cotton crops was carried on. The

object of the work is to isolate superior types of cotton to replace *jayawant* and *Gadag No.* 1 in the Bombay-Karnatak to yield higher profits to growers. Trial of the promising segregates—new *jayawant* and *early jayawant* were continued. A new and highly wilt-resistant strain was also added to these trials. Fresh hybridization work was carried out among selected material and promising cultures combining high yield and ginning percentage, good staple and wilt resistance have been isolated. These cultures will be tested again in the next season.

Various experiments on improved method of cotton cultivation and agronomy were carried out at all Government farms and research stations in the cotton growing tracts. The items included were, in general, decided at local conferences of cotton research workers and, in all cases, the experimental work was devised with particular consideration to the main problems of the local cotton-growers.

In all the main rice-growing tracts of the Province, scientific work in the improvement of the local rice crops is being conducted at rice breeding stations. The main stations are situated at Karjat for the rices of the Kolaba and Thana districts, at Mugad (Dharwar) for rice crops of the Southern Maratha Country and at the Government farms at Kumpta (Kanara) and Ratnagiri for the rices of the Konkan coastal areas. The main object of rice improvement work is the evolution of high yielding strains suitable for local conditions in order to increase, as far as possible, the production of rice in the Province so as to reduce the need for large imports of the commodity at present required. At Karjat two new synthetic mid-late strains from a cross of *zinya* and *kolamba* have been isolated and found to be consistently better in quality and yield. District trials of one of these will be commenced next season. At Mugad, the three most promising *dodgya* selections were again tested in replicated field experiments against the local *dodgya* variety. The results were very encouraging. The best of the early, mid-late, late and very late selections from local fine rices were brought under replicated field trials for the first time. Out of four crosses made with the object of combining scent and yield with fineness, two showed good promise. At Kumpta, numerous selections among the local varieties of rice in the Ankola-Karwar tract were studied and the most promising retained for further investigation. At Ratnagiri, village trials of improved *varangal* and *waksal* strains were continued in the second year and being again superior to the local variety in outturn, will be released for general

distribution next season. Further progress was made in the improvement of dry wheats at the Cereal Breeding Station at Niphad which is the only place in the Province where genetic improvement of this important cereal is carried on. Trials on the farm and in the district confirmed the superiority of *Niphad*-81 over the local variety and the synthetic strain *Bansipalli*-808. A very high quality strain, *Baxi*-31, for dry conditions has been evolved.

The main centres for scientific research on the improvement of the tobacco crop in the Province are at Nadiad for the crops of Gujarat and at Nipani for the crops of the Southern Maratha Country. The main lines of work consist of the evolution of high yielding and superior quality strains from local varieties, the devising of improved methods of tillage, manuring and rotational cropping to effect improvement in yield and quality of the crop, seed multiplication of superior types and scientific work on the introduction, cultivation and curing of cigarette tobacco varieties. Similarly research work is in progress in respect of other crops such as linseed, castor seed, grams and grazing and fodder crops.

Live-stock.—Scientific research on improvement of the cattle breeds of the Province is carried out by the Livestock Expert to Government at the Government cattle breeding farms at Bankapur and Tegur in Dharwar district. The Northcote Cattle Breeding Farm at Chharodi in Gujarat, where work on the *Kankrej* breed has been in progress since 1917, was handed over to the Institute of Agriculture, Animal Husbandry and Dairying at Anand (Gujarat), from April 1, 1940.

At Bankapur, the herd of *Amrit Mahal* cattle maintained there have now reached a high standard with regard to early maturity, regularity and calving and type adherence. The reorganisation of this farm and its utilisation for the establishment of a nucleus for breeding herds of pure *Amrit Mahal* and *Gir* cattle has been sanctioned by the Government. The main object of research at the Tegur farm is the production of suitable dual purpose cattle, particularly for the Konkan division. During the year, 236 additional breeding bulls of different breeds were supplied to selected agents in villages under the " Premium Bull " system, the total number of bulls being 507 against 336 in the previous year. Much impetus has been given to the improvement of live stock in the Province by His Excellency the Viceroy's " Gift Bull Scheme ". Since the commencement of the scheme, 322 bulls have been located in villages. Of these 25 died and

139 have completed the service period, leaving 154 still at stand in different villages. Considerable progress has also been made in sheep breeding and poultry and in engineering.

Agricultural Education.—The Poona Agricultural College is the only institution in the Province devoted to higher agricultural education in addition to scientific research and the supply of expert advice to agriculturists on agricultural problems. In 1940-41, the number of students attending the college was 203 in the first term and 210 in the second term. Steps were taken to intensify the practical training in agriculture in the courses at the college. The Marathi Agricultural School at Dhulia and Kannada Agricultural School at Devi-hosur continued to be under the control of the Department. Special classes were organised in poultry farming, horticulture, field bunding and in the management and care of oil engines.

Finance.—The expenditure of the Agricultural Department for the year was Rs. 9·55 lakhs, against Rs. 9·81 lakhs in the previous year. The receipts amounted to Rs. 2 lakhs, against Rs. 2·28 lakhs. The decrease was mainly due to the transfer of the Chharodi Farm to the Anand Institute and unfavourable agricultural season. Subsidies and grants were received from the Imperial Council of Agricultural Research, the Indian Central Cotton Committee, Sir Sassoon David Trust Fund. In addition grants were received from the Central Government for schemes for economic development and improvement of rural areas and from donations to His Excellency the Viceroy's Live Stock Improvement Scheme.

RURAL DEVELOPMENT

The Rural Development Department came into existence on April 1, 1939. The work of rural development is carried out through the agency of the District Rural Development Boards. The Collector of the district is the Chairman of the Board and the officers of different departments in the district are ex-officio members. There are, in addition, a number of non-official members, either nominated by the Government or elected under the rules of the District Rural Development Boards. As the rural development work in the districts is the responsibility of the revenue officers, the co-ordination of the activities of the various departments connected with rural development is entrusted to them. The Government has issued orders to the heads of various departments to ask their

subordinates to give full and unstinted co-operation to enable the Collectors to effect this co-ordination. In order to make it more effective, the Collectors have been instructed to hold quarterly meetings of the chief local officials of all departments concerned with village activities.

Agriculture.—The problem of soil erosion, especially in the Deccan, is very pressing as the run-off of water after rain removes large quantities of good soil and renders the land less cultivable. This can be largely prevented by the scientific lay-out and construction of small field bunds on contour lines. During the year this activity was undertaken in most districts of the Deccan. The total area bunded or surveyed for bunding projects in the Deccan and Karnatak districts was well over 19,000 acres.

The "Bombay Dry Farming System" is being popularised through the agency of the district staff. This system consists mainly of protecting the surface soil with bunds on contour lines, levelling the field surface, inter-culturing of crops and wider sowing. These methods were successfully adopted in certain districts of the Deccan notably in Nasik, Ahmednagar and Poona. Suitable methods of seed grading by sieves were advocated in different areas according to the nature of the crops grown.

By means of demonstrations and propaganda, the advantages of new and improved implements were brought to the notice of the cultivators and various agencies were provided through which such implements could be purchased or obtained on hire. Departmental implement depots, implement supply societies and Taluka Development Associations have proved very useful agencies in this respect.

Propaganda was carried on to encourage the supply of organic manure in different forms and to increase the use of such manure in order to increase soil fertility. Pits for storing farm yard manure were dug in many districts and farm vegetable waste, instead of being burnt, was converted into compost in many villages. Denatured salt was used as manure for mango, cocoanut and other fruit trees, especially in the coastal districts. The use of bone meal manure for fruit trees was also on the increase.

Intensified production and distribution of improved seed and supply of improved seed which is not locally available is one of the major services which the Department is rendering to agriculture. Over 390,000 bags of cotton seed, 25,000 lbs. of wheat and 127,000 lbs. of paddy, were distributed during the

year. Improved paddy strains to the extent of several *khandis* were supplied in the Kolaba district and 125,000 sugarcane sets were supplied for automatic spread.

Efforts with regard to control measures against insect pests were continued in all districts. Insecticides were distributed and necessary appliances for their application to crops were also provided on an extensive scale by the departmental agencies, who advised and instructed cultivators in their use. The grasshopper control scheme has proved most effective in the canal area of the Ahmednagar district. A systematic campaign for treating cocoanut and brab trees against the cocoanut palm caterpillars was carried out with good results in the Bombay Suburban district.

Measures to prevent the ravages of crops by wild animals are being taken through the organization of gun clubs in different districts. There are about 50 gun clubs in the Province and over 3,500 wild animals mainly pigs, *nilgais* and jackals were killed by them during the year. A sporadic attack of rats on lucern grass and wheat was checked by treatment with lead arsenate in the Nasik district. Crop Protection Societies are doing good work in this direction. In the Southern Division, crops are protected, especially from wild animals, by the co-operative fencing societies.

Attention was also paid to horticultural development, animal husbandry and grass lands and fodder improvement.

Co-operation and Marketing.—Attention here is largely concentrated on providing cheap and regulated credit to the agriculturists. Out of nearly 4,000 co-operative societies in rural areas, more than 3,700 are credit societies. Loans are advanced by these societies mainly in the form of seeds, manures, implements, etc. Many of the societies which have surpluses after the year's working, spend substantial sums for medical relief, construction of new approach roads and other common needs of members. The Taluka Development Associations which are co-operative societies registered under the Co-operative Societies Act, are doing useful work in connection with distribution of seed, manure, supply of implements on hire, treatment of crop pests and diseases, etc. Better Farming Societies work within a much smaller radius. They aim at promoting the adoption of improved methods of cultivation, joint purchase of agricultural requisites, joint sale of produce, improvement of livestock, fodder storage, development of cottage industries, etc. The Multi-Purpose Societies, organised

at minor market places, provide finance for cultivation needs and also arrange for the sale of produce of the agriculturists financed by these societies. The total number of multi-purpose societies working was 65 at the close of the year. In addition a number of other agricultural non-credit societies like the purchase and sale unions machinery and implement societies and district industrial associations are rendering useful service to the rural population.

Consequent on the enactment of the Bombay Agricultural Produce Markets Act, 1939, steps have been taken to explore the possibilities of establishing regulated markets at various centres in the Province. The cultivators were induced to have their produce graded and commission agents and other merchants persuaded to pay adequate price for the graded produce. The scheme for the organisation of the Provincial Co-operative Marketing Society was prepared during the year. The possibilities of starting fruit and vegetable sale, manure supply, paddy sale and egg sale societies were investigated.

Transactions of the agriculturists with their *sawkars*, especially in the backward areas, are often in kind. To give relief to the agriculturists, therefore, grain depots were first organised in Thana which proved a great success. Encouraged by the example of that district, the work of organising the depots in other districts, particularly in rice tracts and forests and other areas inhabited by backward classes, was pushed ahead and over Rs. 1,00,000 have been advanced by the Government for starting the depots.

Rural industries, such as weaving, dying and printing, rope making, and tanning, were fostered by granting subsidies and organizing demonstrations. Both through voluntary efforts of the villagers and with Government grants, several roads and village approach roads were constructed or repaired in various districts. Attention was also paid to the provision of village water supply, organization of health and sanitation and medical relief measures and eradication of illiteracy.

Training centres for the instruction of village or rural assistants in practical agriculture, co-operation and village industries have been established at Manjri (Poona), Dhulia (West Khandesh) and Devi-Hosur (Dharwar). The assistants, who receive nine months' training at these centres followed by three months' specialised and intensive training are destined for appointment as "rural assistants", secretaries of village *panchayats*, etc., to further the work of rural development

in the districts. In all 92 candidates have been admitted at the three centres and instructional courses definitely on practical lines on all aspects of rural development are being carried out.

Agriculturists in this Province, as in the rest of India, are conservative and slow to take advantage of improved methods. In order that they should keep pace with the modern improvements and to impress on them the value of cleanliness, sanitation and education, constant propaganda is being carried out by means of lectures, demonstrations, agricultural shows, village improvement and farmers' weeks etc. Propaganda is also carried on through the instrumentality of the Village Uplift Vans and Village Film Scheme. The Village Uplift Vans toured thourgh villages displaying models, charts, improved varieties of seeds, etc. The Village Film Scheme aims at combining war publicity with diffusion of useful knowledge on the subjects of village improvement by displaying specially prepared and selected films. The scheme has proved popular among the masses as it combines instruction with amusement and attracts thousands of villagers by its novelty.

ADVANCES TO CULTIVATORS

Northern Division.—During the year ended September 30, 1941, the amount advanced as *tagai* totalled Rs. 3·86 lakhs, against Rs. 1·62 lakhs in the previous year. The increase was due to the devastations of the October cyclone. *Tagai* of Rs. 51,145 was also advanced on this account under the Non-Agricultural Loans Act, in addition to other free grants of seeds, timber etc. The year opened with an outstanding balance of Rs. 27·76 lakhs. The total demand was Rs. 10·47 lakhs of which Rs. 4·90 lakhs were collected, Rs. 2·02 lakhs suspended and Rs. 16,853 written off. The unauthorised balance was Rs. 3·39 lakhs, Ahmedabad district alone being responsible for Rs. 2·23 lakhs.

Central Division.—The total amount advanced was Rs. 1·77 lakhs, against Rs. 2·50 lakhs in the previous year. The decrease was due to normal conditions prevailing in the Division. The year opened with an outstanding balance of Rs. 12·62 lakhs. The total demand was Rs. 4·53 lakhs, of which Rs. 3·35 lakhs were recovered, Rs. 57,250 suspended and Rs. 9,300 written off. The unauthorised arrears amounted to Rs. 51,200, the Ahmednagar district alone being responsible for over Rs. 40,000.

Southern Division.—During the year Rs. 2·49 lakhs were advanced as *tagai*, against Rs. 2·48 lakhs in the previous year.

The outstanding balance at the beginning of the year was Rs. 19·44 lakhs, of which, Rs. 3·32 lakhs were collected, Rs. 1·67 lakhs suspended and about Rs. 100 written off. The unauthorised areas amounted to Rs. 3·91 lakhs. The suspensions and unauthorised areas were again the heaviest in the Bijapur District, being Rs. 1·54 and Rs. 2·60 lakhs respectively. The increase in the suspensions was due to unfavourable season in parts of the district, while unauthorised arrears were chiefly accumulated debts of previous years of scarecity. Advances were also granted in the Kanara District for the spraying of betel-nut to combat the *koleroga* disease.

A NOTE ON THE WEATHER

The period—April and May, 1940.—Weather was generally dry in the Province during the first ten days of April. On many days during the rest of the month local or scattered thundershowers occurred in the Bombay Deccan and the Konkan, but they occurred only on the last three days of the month in Gujarat. During May, Gujarat was practically dry while local thundershowers occurred in the other two sub-divisions in the first and third weeks. Rainfall was in moderate excess in Gujarat and the Bombay-Deccan in April and in large defect in the Konkan. It was in slight defect in the Bombay-Deccan and in large defect in the other two sub-divisions in May. Cloud amount was in excess during the period except in the Konkan where it was normal. Humidity was normal during the period in the Konkan and the Bombay-Deccan and below it in Gujarat in April. Both the maximum and minimum temperatures were also normal.

The monsoon period—June to September.—There was fairly widespread rain in the Province on the first few days of June. Thundershowers were fairly frequent in the Konkan and the Bombay-Deccan during the second week. The monsoon was rather late this year, but was strong and there was fairly widespread and locally heavy rain in the Province. It was ctive in the Konkan throughout July but weak in Gujarat during the first fortnight where only isolated falls occurred ; it was fairly active in the Deccan in this period, the districts of Bijapur and Sholapur receiving a few showers only.

The monsoon continued strong in the Konkan throughout August. In the other two sub-divisions, however, the activity was maintained during the first ten days only. The break after the tenth continued till about the middle of the month. The second fortnight resulted in well distributed rainfall over the Province.

The main feature of September was the break in the activity of the monsoon in the first fortnight. Though fairly widespread thundershowers occurred in the Konkan on many days, only isolated falls occurred in the other two sub-divisions in this period. There was a temporary revival of the monsoon resulting in moderate to heavy rainfall in the Province during the third week. Thundershowers characteristic of the period were fairly frequent in the Bombay-Deccan and Konkan in the last week.

The following table gives the actual rainfall and its percentage departure from the normal in each of the sub-divisions for the whole season :—

Sub-division	Season June to September	
	Actual	Departure Per cent.
Gujarat	26·70	—13
Konkan	110·81	+10
Bombay-Deccan	23·55	—1

Taking the season as a whole, rainfall was in slight defect in Gujarat and normal in the other two sub-divisions. Cloud amount and humidity as well as both the maximum and minimum temperatures were normal.

The retreating monsoon period—October to December.—The chief feature of October was the cyclone on the west coast during the third week. Weather was mainly dry in the Province during the first week. The unsettled conditions at the beginning of the second week off the Malabar-Kanara coasts developed into a depression off the Kanara coast by the 10th morning. Moving in a north-easterly direction the depression intensified into a storm on the 15th afternoon and then into a cyclone of severe

intensity during the 15th-16th night with a ring of hurricane winds and passed close to and to the west of Bombay on the 16th morning. On this occasion Colaba observatory recorded a gust of 75 miles per hour. It then weakened. The gales and heavy seas of this cyclone did much damage to country-craft and fishing boats as well as to standing crops and banana and other plantations between Ratnagiri and Surat. During the last week weather was dry except for scattered thunder-showers in parts of Bombay-Deccan and the Konkan.

Associate with the unsettled conditions in the Arabian Sea, isolated thundershowers occurred in parts of the Bombay-Deccan and Konkan on a few days at the beginning of November. Weather during December was generally dry. A few isolated thundershowers, however, occurred in the Bombay-Deccan and Konkan at the beginning of the first and at the end of the second weeks. Rainfall was in large excess in Gujarat in October and November and in the Konkan in October. It was in moderate excess in the Bombay-Deccan in October and normal in November and in slight excess in the Konkan in the same month. In December it was in large defect in Gujarat and the Konkan and in slight excess in the other sub-division. Cloud amount was normal in October ; it was in excess in November and December except in the Konkan where it was normal in December. Humidity was generally normal. Maximum temperature was generally normal during the period while minimum temperature was above normal in November.

The period—January to March, 1941.—There were fairly widespread thundershowers in the Bombay-Deccan and the Konkan between January 7 and 9. Isolated showers also occurred in Gujarat in the first fortnight and in the Bombay-Deccan between the 10th and 15th. Weather during the month was otherwise dry. During February, local thundershowers occurred in the Bombay-Deccan between the 6th and 8th and scattered showers in Gujarat and North Bombay-Deccan between the 25th and 27th. Weather during the month was otherwise dry. March was also dry except for scattered thundershowers in the Bombay-Deccan and the Konkan between the 17th and 25th. The month was characterised by unusually warm weather for this time of the year particularly in the North Bombay-Deccan at the end of the second and the beginning of

the third week. Rainfall was in large defect in Gujarat in January and March and in moderate excess there in February. It was in large excess in January and in slight excess in March in the other two sub-divisions. In February it was in large excess in the Bombay-Deccan and in moderate defect in the Konkan. Cloud amount was normal in January, above it in the Konkan and the Bombay-Deccan in February and in the Bombay-Deccan alone in March. Humidity was generally normal Maximum temperature was above normal in Gujarat in February while minimum temperature was above it in the Province in February and March. Taking the year as a whole rainfall was in slight excess in the Konkan and normal in the other two divisions.

PRICES

RETAIL PRICES

The average retail prices of foodstuffs were on the whole slightly higher during 1940-41 as compared with the previous year. Among food grains, rice, wheat, gram and *turdal* recorded a rise. The prices of *jowar* and *bajri* ruled high during the first half of the year under report but registered a heavy fall thereafter. Among other foodstuffs, refined sugar and raw sugar (*gul*) registered appreciable decreases, while potatoes, *ghee* and onions recorded substantial increases. The Bombay Regulation and Control of Prices Order issued by the Government of Bombay on September 9, 1939 with a view to putting a stop to profiteering by the merchants continued to be in force during the year. Cheap grain shops were also in existence at certain centres. Both these measures had a salutary effect in checking the rise in prices.

Northern Division.—All the districts in this division reported a rise in the prices of rice, wheat, *turdal* and potatoes and a fall in the price of *gul*. Gram and *ghee* were dearer and sugar (refined), cocoanut oil and onions were cheaper in the majority of the districts. It was reported from Kaira that the price of *bajri*, the staple foodgrain of the district, showed a downward trend during the year. The price of rice at Broach and Panchmahals recorded a rise throughout the year. The general rise in the prices of foodstuffs in Surat was reported to be partly due to the shortgage of rainfall. The rise in the prices of various kinds of rice in the Thana district was reported to be partly due to Burma rice not being available in the market. The cultivators, however, did not derive any material benefit

from the rise in the prices of rice and paddy as their cost of living also rose to some extent owing to the rise in the prices of other necessities of life.

Central Division.—The prices of rice, wheat and potatoes were higher and that of *gul* was lower in all the districts in this division. *Turdal*, mutton, *ghee* and onions were dearer and *jowar*, *bajri*, sugar, tea, salt and beef were cheaper in the majority of the districts. In West Khandesh there was a rise in the prices of foodstuffs. It was reported from East Khandesh that the prices of cotton and groundnut, the principal money crops of the district, were lower as compared with the previous year owing to restricted foreign demand. But the satisfactory outturn of both the crops helped the agriculturists to get a sufficient income. The rise in the price of rice at Nasik was reported to be due to inadequate supply owing to non-import of Burma rice. It was reported from Poona that there was a marked fall in the price of *gul* owing to over-production of sugarcane in that district while the increase in the price of rice was due to scanty imports of Burma rice. In the Ahmednagar district there was a rise in the prices of foodgrains excepting *jowar* and *bajri*. The low prices of *jowar* and *bajri* were said to be due to good season and to non-export of the grain to other districts. The restrictions put on the export of *jowar* outside the Sholapur district had a salutary effect in checking the rise in its price. The restrictions were removed in the middle of November 1940. It was reported from Satara that there was no material change in the prices of foodgrains except in Satara city and in the Walva, Shirala and Jaoli talukas where the price of *jowar* rose slightly as compared with the previous year. The prices were also lower in Tasgaon taluka in spite of the scarcity conditions in that taluka. The prices of *gul* and groundnut, the money crops of the district, ruled low during the year.

Southern Division.—All the districts in this division reported a rise in the price of potatoes. Rice, *jowar*, *bajri* and gram were dearer and sugar, *gul* and cocoanut oil were cheaper in the majority of the districts. The rise in the price of wheat at Bijapur was reported to be partly due to inadequate outturn of the wheat crop on account of insufficient rainfall. In Dharwar, the rise in the prices of staple food—*jowar*, wheat and rice was ascribed to war conditions and to export of *jowar* and rice to neighbouring districts like Bijapur and Sholapur. The rise in the price of cotton proved highly beneficial to the ryots in

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the eastern tracts. In Kolaba, there was a rise in the price of paddy, paddy straw being sold at Rs. 1-8-0 to Rs. 2-8-0 per 100 bundles. Increase in prices was also reported in the Ratnagiri district. The rise in the price of rice in the Kanara district was attributed to the shortage of rice imported from Burma and Mysore. The rise in paddy was due to a large quantity of local paddy having been exported to Goa territory and the Mysore State. There was a slight rise in the prices of cocoanuts in Ankola and Sirsi talukas and Supa petha.

The following table gives the index numbers of retail prices of six food grains and 11 other food articles in each of the divisions in the Province for the years 1939-40 and 1940-41 :—

Unweighted index numbers of retail prices of seventeen food articles in each of the Divisions in the Bombay Province for the years 1939-40 *and* 1940-41 *with the average prices during* 1925-27=100

(*Note.*—The prices used in compiling the index numbers are those given in the *Bombay Government Gazette* and are for the grades most commonly used by persons of the clerical class in receipt of not more than Rs. 50 per mensem).

Articles	Index Numbers for							
	Northern Division		Central Division		Southern Division		Bombay City	
	1939-40	1940-41	1939-40	1940-41	1939-40	1940-41	1939-40	1940-41
Rice	63	73	59	66	61	70	69	76
Wheat	58	65	57	62	54	55	57	63
Jowar	59	62	69	64	58	67	67	74
Bajri	64	63	66	65	53	61	65	66
Gram	76	80	80	79	82	86	74	81
Turdal	65	70	64	64	71	71	67	71
Sugar (refined) ..	98	94	93	90	93	91	115	112
Sugar (raw) ..	84	61	85	49	81	57	83	63
Tea	53	52	57	56	48	48	69	69
Salt	106	106	107	107	113	114	94	88
Beef	81	81	69	64	80	81	60	68
Mutton	69	70	72	75	71	72	87	87
Milk	65	67	65	66	58	61	60	65
Ghee	69	79	60	67	56	55	70	78
Potatoes	62	73	58	75	59	69	66	74
Onions	54	46	36	44	40	40	43	54
Cocoanut oil ..	54	51	48	47	54	52	49	58

Working Class Cost of Living.—The Bombay working class cost of living index number, with the average prices for the year ended June 1934 equated to 100, stood at 114 as against 108 in 1939–40. The Ahmedabad working class cost of living index number, with the average prices for the year ended July 1927 equal to 100, was 79—three points higher than in 1939–40. The Sholapur working class cost of living index number, with the average prices for the year ended January 1928 equal to 100, was 76—the same as in 1939–40. The table below gives the index numbers for the different groups included in the cost of living index numbers for Bombay, Ahmedabad and Sholapur :—

Working class cost of living index numbers for Bombay, Ahmedabad and Sholapur by groups

Groups	Bombay (Average prices from July 1933 to June 1934=100)		Ahmedabad (Average prices from August 1926 to July 1927=100)		Sholapur (Average prices from February 1927 to January 1928=100)	
	1939–40	1940–41	1939–40	1940–41	1939–40	1940–41
Food ..	117	127	68	71	72	72
Fuel and Lighting ..	99	105	78	81	88	91
Clothing ..	88	93	75	79	67	69
House-rent ..	100	100	107	107	107	107
Miscellaneous ..	97	99	100	100	74	67
Cost of Living ..	108	114	76	79	76	76

Wholesale Prices.—During 1940–41, the wholesale prices index number for Bombay City, on base July 1914 equal to 100, stood at 116,—one point higher than in the previous year. The all-food index number declined by three points to 113 while the non-food index number rose by three points to 118. Cereals rose by five points, cotton manufactures by three points, other textiles by one point, metals by 14 points and other raw and manufactured articles by 10 points while pulses and sugar declined by nine points each and other food articles, raw cotton and oilseeds recorded a fall of 13, five and three points respectively. The variations in the index numbers for the

different groups included in the Bombay wholesale prices index number are set out in the following table :—

Group index numbers of wholesale prices in Bombay City
(July 1914=100)

Groups	Annual average for 1939–40	Annual average for 1940–41	Increase (+) or decrease (—) in points in 1940–41 over or below 1939–40
Cereals	95	100	+5
Pulses	99	90	—9
Sugar	143	134	—9
Other food	158	145	—13
All food	116	113	—3
Oilseeds	100	97	—3
Cotton, raw	82	77	—5
Cotton manufactures	98	101	+3
Other textiles	82	83	+1
Hides and skins	99	99	....
Metals	186	200	+14
Other raw and manufactured articles	125	135	+10
All non-foods	115	118	+3
All articles	115	116	+1

In Broach, the price of cotton ranged from Rs. 87 to Rs. 145 per *bhar* as against Rs. 85 to Rs. 150 in the preceding year. At Surat, the price of clean cotton per Indian maund was Rs. 24–13–4 as compared with Rs. 22–10–8 in 1939–40. In Kolaba, the price of paddy recorded a marked increase as compared with the previous year. Coarse paddy was sold at Rs. 50 to Rs. 60 per *khandy* and *kolamba* paddy at Rs. 55 to Rs. 80 per *khandy* as against Rs. 35 to Rs. 50 and Rs. 40 to Rs. 55 respectively during 1939–40.

MOFUSSIL LABOUR AND WAGES

The statistics of agricultural and mofussil non-factory wages remained more or less stationary in 1940. Both in the

urban and rural areas, the weighted average rates of wages for field labour were the same as in the previous year but they declined by two per cent. for skilled labour. In the case of unskilled (ordinary) labour the wage rates in the urban areas were the same as in the previous year but those in the rural areas showed a fall of two per cent.

In the Northern Division the rates of skilled and unskilled labour remained steady in the urban areas but increased in the rural areas. The rates of field labour declined by one per cent. in the urban areas and by three per cent. in the rural areas. In the Central Division the average wages of field labour in the rural areas and unskilled labour in the urban areas recorded no change, but they declined for all other types of labour. In the Southern Division the rates of wages increased for field labour but decreased for skilled labour. The rates for unskilled labour remained steady in urban areas while they showed a decline of six per cent. in the rural areas. According to Economic Circles, the average rates of wages were higher by five per cent. in the case of field labour in the urban areas of the Konkan Circle, but showed a fall of four per cent. in the case of skilled labour in the rural areas of the Deccan Circle and of unskilled labour in the rural areas of both the Deccan and Konkan Circles.

The following table gives the index numbers of average daily rates of wages of all classes of labour in 1940 as compared with the previous year :—

Index numbers of average daily rates of wages in 1940
(*With* 1939 *wages as* 100)

Divisions	Field Labour		Unskilled (Ordinary) Labour		Skilled Labour	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
Political Divisions—						
Northern Division ..	99	97	100	101	100	102
Central Division ..	98	100	100	96	97	94
Southern Division ..	103	102	100	94	99	99
Economic Circles—						
Gujarat Circle ..	99	97	100	101	99	102
Deccan Circle ..	98	102	100	96	98	96
Konkan Circle ..	105	100	102	96	100	99
Province	100	100	100	98	98	98

Agricultural Labour.—The weighted average daily rates of wages of field (agricultural) labour in the Province as a whole remained stationary as compared with 1939 at Re. 0–5–5 in the urban areas and at Re. 0–4–7 in the rural areas. The rates of wages of field labour in the urban areas increased in the Southern Division but they declined in the other two Divisions. In the rural areas the rates remained stationary in the Central Division but showed a decrease in the Northern Division and an increase in the Southern Division. In no case, however, the increases or the decreases were of more than two pies.

Reports from the districts in the Northern Division indicate that there were no appreciable changes in the rates of wages of field workers. Agricultural labourers in the Broach and Panch Mahals district had sufficient employment during the year under report. In Ankleshwar taluka about 400 labourers coming from Kathiawar and in Jambusar taluka labourers coming from the locality near the Mahi river and Surat were employed in picking cotton and harvesting wheat. In Thana district, unskilled labourers were engaged in the agricultural operations during the monsoon but for the rest of the year they find employment in rice mills, railways, charcoal and brick kilns etc. During the cultivating season labour from outside the district has to be imported in the Bhiwandi taluka while at the time of the harvesting of crops labour from Gujarat is imported into the coastal talukas of Palghar, Dahanu and Umbergaon for cutting grass. Such labourers are generally paid at the rate of annas six per day.

In the Central Division, in the East Khandesh district, the bulk of the labouring population is employed in agriculture. Owing to seasonal conditions and a rise in the prices of food stuffs a rise in the wages of agricultural labour was reported in this district from the month of November. In the Poona district some difficulty was experienced in getting labour for agriculture owing to increased demand for labour for other purposes. In the Satara district scarcity conditions prevailed in the Tasgaon taluka and District Local Board works were opened.

In the Southern Division, in the Bijapur district, agriculture is the mainstay of the majority of the labourers. Owing to the poor season, the labourers did not get adequate employment but they were absorbed in test works. The rates of wages of field labour temporarily rose to annas six per day in the transplantation season in the Karjat taluka of the Kolaba

district. The variations in the rates of wages in the Ratnagiri district were small.

The following table gives the average daily rates of wages of agricultural labour in the urban and rural areas by Divisions and Economic Circles and also for the whole Province for the years 1913, 1939 and 1940 :—

Average daily rates of wages of Agricultural (Field) Labour

Divisions	Daily average wages in					
	1913		1939		1940	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Political Divisions—						
Northern Division ..	0 4 9	0 3 9	0 6 4	0 5 6	0 6 3	0 5 4
Central Division ..	0 5 0	0 4 3	0 5 2	0 4 1	0 5 1	0 4 1
Southern Division ..	0 4 0	0 4 0	0 4 11	0 4 3	0 5 1	0 4 4
Economic Circles—						
Gujarat Circle ..	0 4 6	0 3 9	0 5 10	0 5 4	0 5 9	0 5 2
Deccan Circle ..	0 4 6	0 4 0	0 4 11	0 3 11	0 4 10	0 4 0
Konkan Circle ..	0 5 3	0 4 6	0 7 0	0 5 10	0 7 4	0 5 10
Province	0 4 9	0 4 0	0 5 5	0 4 7	0 5 5	0 4 7

Unskilled (ordinary) Labour.—The weighted average daily rates of wages of unskilled workers in the Province as a whole remained stationary at Re. 0–6–10 in the urban areas but in the rural areas they slightly decreased from Re. 0–5–0 in 1939 to Re. 0–4–11 in 1940. In all the Divisions the rates of wages were the same as in the previous year in the urban areas but showed variations in the rural areas. The wage rates in the rural areas rose by one pie in the Northern Division, but they registered a fall in the Central and Southern Divisions of two and four pies respectively.

In the Northern Division, the ginning factories in the Broach and Panch Mahals district gave employment to labourers hailing

from the Kaira and Surat districts. An increase of annas two in the wages of ordinary labour was reported in the Jambusar taluka. Owing to the proximity of Bombay City some labourers from Thana, Kalyan and Bassein towns in the Thana district were employed in mills, railway workshops and other factories in Bombay.

In the Central Division, in the East Khandesh district, there was the usual influx of labourers from the surrounding districts to work in the ginning and pressing factories. *Kolis, Mahars, Bhils, Vadars and Mang Garudis* constitute the unskilled labour in the West Khandesh district. Railway workshops at Nandgaon and Manmad, cotton ginning and pressing factories in Malegaon, Nandgaon and Baglan talukas in the Nasik district, the sugar factory at Ravalgaon, *bidi* making concerns at Sinnar and the Security Printing Press and the Government Central Distillery at Nasik Road provided employment for a large number of labourers. A few workers from Kalwan taluka and Peint Mahal were also engaged in forest coups. Poona City being the seat of Government for about six months in the year and the Head Quarters of the Southern Command and the Poona Infantry Brigade, ordinary labour in the district found sufficient employment throughout the year at rather higher rates of wages than they would have been able to get locally. In the mofussil, the G. I. P. Railway Workshops, the Tata Hydro-Electric Works, the Printing Press at Malavli and the Kalamb Sugar Factory in Indapur taluka provided considerable employment for workers from the surrounding villages. Labourers were also employed in the works started by the Public Works Department out of the Petrol Tax Fund on the Baramati-Indapur Road. The sugar factories in Malsiras taluka of the Sholapur district gave employment to many workers of the surrounding areas.

In the Southern Division, cotton ginning and pressing factories in the Bijapur District employed less workers than usual owing to a shortage of cotton. The supply of labour in the Dharwar district was reported to be adequate and the condition of labourers was reported to be satisfactory. In the Kolaba district no material change was reported in the rates of wages as compared with those of the previous year. The rates of wages of unskilled labour in the Ratnagiri district remained stationary.

The following table shows the average daily rates of wages of unskilled (ordinary) labour in the same way as for agricultural labour :—

Average daily rates of wages of Unskilled (Ordinary) Labour

Divisions	Daily average wages in					
	1913		1939		1940	
	Urban Areas	Rural Areas	Urban Areas	Rural Areas	Urban Areas	Rural Areas
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Political Divisions—						
Northern Division ..	0 5 3	0 4 3	0 8 5	0 6 1	0 8 5	0 6 2
Central Division ..	0 5 9	0 4 6	0 6 2	0 4 4	0 6 2	0 4 2
Southern Division ..	0 5 9	0 4 9	0 6 4	0 5 2	0 6 4	0 4 10
Economic Circles—						
Gujarat Circle ..	0 5 3	0 4 0	0 8 6	0 6 1	0 8 6	0 6 2
Deccan Circle ..	0 5 9	0 4 6	0 6 2	0 4 4	0 6 2	0 4 2
Konkan Circle ..	0 6 3	0 5 3	0 7 1	0 6 0	0 7 3	0 5 9
Province ..	0 5 9	0 4 6	0 6 10	0 5 0	0 6 10	0 4 11

Skilled Labour.—As compared with 1939 the average daily rates of wages of skilled workers in the Province registered a decrease of four pies in the urban areas and of three pies in the rural areas. Except in the Northern Division, the rates of wages in the rural areas declined in all the Divisions. The most marked decreases were in the Central Division, being seven pies in the urban areas and ten pies in the rural areas.

In the Northern Division, the rates of wages of skilled labour in the Kaira district ranged from Re. 1–0–0 to Re. 1–10–0. In the Surat district the rates for artisans ranged from Re. 0–14–0 to Re. 1–4–0. Owing to increased demand there was a slight rise in the wage rates of certain classes of skilled labour such as carpenters in the Thana district. The rates in the Bombay Suburban district varied between Rs. 1–8–0 and Rs. 2–0–0.

In the Central Division, the rates for skilled labour recorded no change in the East and West Khandesh districts. In the

were taken by the Department to help the people who suffered from the cyclone by giving free grants of timber and bamboo for repairing their boats, houses and gardens. The total value of timber and bamboo granted free in the three Thana divisions was about Rs. 40,000. A similar grant of about Rs. 1,500 was given in the Kolaba division. Payment of compulsory minimum wages by forest contractors to their labourers introduced in 1939 as an experimental measure in the three Thana and Kolaba divisions was continued during the year and also extended to the ranges of the West Khandesh district. A special officer has been appointed by the Government for the protection of *katkaris* (hill tribe) and it is hoped that the position of labourers will improve still further. The Forest Advisory Committees established in the Thana, Nasik, Khandesh, Kolaba, Kanara and Dharwar districts held their quarterly meetings and discussed about the local supply of forest produce, privileges, grazing facilities, etc.

The total area regenerated both naturally and artificially was 68,000 acres. In addition plantations extending over 5,300 acres were raised under the agri-silvicultural system in the East Nasik division and in the West Khandesh sub-division. The experiments on the "Gradoni" system of reboising dry barren hill sides in the Northern and Central Circles were further extended. Contour trenching has undoubtedly produced beneficial results both in regard to increasing the moisture content of the soil and preventing erosion. There is also evidence that the fields immediately below the trenched areas are benefitting.

Many extra concessions and privileges were granted to people. Timber, firewood and minor forest produce of the aggregate value of over Rs 27·12 lakhs were removed by right and privilege holders, while free grants of these amounted to Rs. 1·60 lakhs. Assistance to existing industries was given and steps are in progress to investigate the uses of several forest products as an opening to new industries.

Communications and Buildings.—In order to obtain good prices for timber and other forest produce by providing extraction facilities to contractors, the Department has constructed and maintained a large number of roads and cart tracks. Several new roads have been projected and approved administratively by competent authorities. About Rs. 13,000 were spent on new works, against Rs. 4,700 spent in the previous year. About 1,100 miles of roads and 120 miles of cart tracks and briddle paths were repaired at a cost of

Rs. 47,800, while Rs. 40,400 were paid to the M. & S. M. Railway for the maintenance of the Alnawar-Dandeli forest railway. The corresponding figures for the previous year were Rs. 45,500 and Rs. 25,200, respectively. About Rs. 34,600 were expended on the construction of new buildings and repairs to the existing ones.

Protection from Cattle.—The forest areas open and closed to grazing were as under :—

——	Square miles	Per cent.
Closed to all animals for the whole year	999	7·7
Closed to all animals for part of the year	57	0·4
Open to all animals except browsers for the whole year ..	4,665	36·1
Open to all animals except browsers for part of the year	6,931	53·7
Open to all animals for the whole year	266	2·1
Total ..	12,918*	100

*This area excludes the area of 2 square miles submerged in the Bhandardara lake.

The area open to grazing for horned cattle throughout the year was 89·8 per cent. The total number of cattle admitted to graze was 1,800,136 against 1,833,115 in the previous year. The decrease was more apparent than real. That grazing is being availed of by a larger number of cattle there can be no doubt. The total grazing fee collected during the year amounted to Rs. 11,100.

Forest Offences.—The total number of offences against forest laws was 24,665 against 26,114 in the preceding year. The decrease may possibly be ascribed to better patrolling of forests by subordinates. More than half the number of offences related to unauthorised felling or removal of forest produce. Out of the 758–314 new and 444 old cases taken to the court, 518 were decided in favour of the Department and four against, the percentage of successful cases being 99·2. Six cases were withdrawn as the whereabouts of the offenders could not be traced. Out of 19,486 cases compounded, compensation amounting to Rs. 72,116 or Rs. 3·7 per case was recovered. In 480 cases, the offenders were let off with a warning and 3,255 cases remained undetected.

Exploitation.—During the year, 2,222,000 cubic feet of timber and fuel were extracted departmentally, together with sandal wood worth about Rs. 1·19 lakhs and minor forest produce, grass, etc., of the value of about Rs. 5,600.

The actual outturn of major and minor produce removed by consumers and purchasers during the year was :—

	Rs.
Timber 5,940,000 cubic feet valued at ..	25,62,384
Fuel 20,111,000 cubic feet valued at ..	2,92,895
Minor produce valued at ..	3,45,252

The outturn from all sources of forest produce during the year was :—

Timber 7,508,000 cubic feet.

Fuel 46,323,000 cubic feet.

Sandal wood worth about Rs. 1·19 lakhs.

Minor produce worth about Rs. 26·93 lakhs.

The gross revenue of the year was Rs. 44·54 lakhs against Rs. 38·61 lakhs in the preceding year—an increase of Rs. 5·93 lakhs. The increase was due to the supply of timber and bamboo for war purposes, good prices obtained for forest *malki* and *gurucharan* coupes, sale of cyclone damaged trees and higher earnings from the Alnawar-Dandeli railway. The expenditure also increased from Rs. 26·30 lakhs to Rs. 28·09 lakhs.

In all 10 students including six Government nominees were receiving training at the Rangers' Training Class at the Poona Agricultural College. They have completed one year's training and if successful will pass out as rangers in April 1942. The Foresters' Class at Mandvi in the Northern Circle was, as usual, conducted by a ranger. Out of the 21 students attending the class, 17 passed the final examination. The annual course for training foresters and guards in the Southern Circle under selected rangers was continued and all the 10 subordinates who attended the course passed out successfully.

CO-OPERATIVE MOVEMENT

Various measures designed to rehabilitate and revitalise the Co-operative Movement were continued during the year. The compromises effected in agricultural credit societies, the continued operation of the concession schemes and other measures adopted in the process of liquefaction of their frozen

dues were some of the factors which helped to secure an appreciable improvement in the agricultural credit movement. Side by side with the process of rectification and consolidation, a cautious policy of expansion of the movement was also followed.

With the registration of 93 societies and liquidation of 84 societies, the total number of societies stood at 5,298 at the close of the year. The registration of village thrift and credit societies and multi-purpose societies was continued with the result that 23 thrift and credit and five multi-purpose societies were registered during the year. These societies aim at linking up credit with marketing and thus are an improvement upon the older societies which restricted their operations to credit only. The number of better farming societies registered was 16 and of salary earners' 21.

Resource Movement.—The number of agricultural credit societies stood at 3,777 at the close of the year, against 3,796 in the previous year. The decrease was due to the rectification and consolidation of the existing societies and weeding out of financially weak societies. The decrease in the number of societies naturally reflected in decreases in membership and working capital and the latter dropped from Rs. 279 lakhs to Rs. 269 lakhs. The reserve and other funds, however, recorded a rise from Rs. 84 lakhs to Rs. 87 lakhs and the share capital from Rs. 33·30 lakhs to Rs. 33·84 lakhs. Outstanding bank loans decreased by Rs. 10 lakhs and outside liabilities by Rs. 2 lakhs, while the owned capital including members' deposits exceeded the bank loan and outside liabilities by Rs. 5 lakhs. The recoveries for the Province as a whole showed a reduction of over Rs. 5 lakhs. The decrease was due to the reduction in the total loans outstanding. The overdues were brought down by about Rs. 6 lakhs—from Rs. 132·52 lakhs to Rs. 126·55 lakhs, while fresh finance registered an increase of Rs. 1·5 lakhs.

The process of classifying societies' debts into frozen, bad and doubtful debts was continued and in all debts of 3,727 societies were classified. The losses and bad debts written off against reserve fund amounted to Rs. 1·65 lakhs, against Rs. 1·02 lakhs of the previous year.

The Bhil Societies have proved a useful agency in ameliorating the condition of Bhils. The number of multi-purpose societies rose from 65 to 70. These societies arranged for the supply of agricultural, domestic and other requirements and also for the sale of agricultural produce.

Long-term Finance and Land Mortgage Banks.—The Bombay Provincial Land Mortgage Bank continued to forge ahead. The second series of debentures of Rs. 10 lakhs floated in 1939-40 was fully subscribed. The loans sanctioned by the bank amounted to Rs. 6·33 lakhs against Rs. 6·07 lakhs in the previous year. The total recoveries effected by the bank amounted to Rs. 2·58 lakhs and the paid-up share capital increased from Rs. 4·46 lakhs to Rs. 4·72 lakhs. The number of primary land mortgage banks was 17 and with the exception of three all the banks continued to register steady progress.

Agricultural Non-Credit Societies.—The number of agricultural non-credit societies embracing various activities stood at 374. These societies constitute a vital part of rural development. Particularly the sale societies which number 96 worked satisfactorily. The total sales effected by them amounted to Rs. 114·68 lakhs. The Taluka Development Associations numbering in all 103 continued to serve useful purpose. The activities of other non-credit institutions like the crop protection, machinery and implements and agricultural requisite supply societies were very helpful to the agriculturists.

Provincial and Central Banks.—The Bombay Provincial Co-operative Bank continued to be well managed. Its resources increased by over Rs. 20 lakhs and loans due from bank societies declined by Rs. 14 lakhs—from Rs. 88 lakhs to Rs. 74 lakhs. Fresh advances by way of ordinary loans amounted to Rs. 25·27 lakhs and repayments to Rs. 25·11 lakhs. The position of liquid resources of the bank was satisfactory. The working capital increased from 231·10 lakhs to Rs. 251·26 lakhs. The number of District Central Banks was 11. The paid-up share capital, reserve and other funds, and the number of members recorded a satisfactory increase. Their working capital increased from Rs. 273 lakhs to 303 lakhs.

Non-Agricultural Societies.—The total number of non-agricultural societies rose from 715 to 741. The deposits of all classes increased from Rs. 365·14 lakhs to Rs. 396·40 lakhs and the working capital from Rs. 597·49 lakhs to Rs. 652·27 lakhs. The reserve and other funds also registered a satisfactory increase. The salary earners' societies continued to work well.

Co-operative Insurance.—The Bombay Co-operative Insurance Society continued to work well. The total business in force at the close of the year amounted to Rs. 103·99 lakhs and the life fund, to Rs. 8·90 lakhs. The premium income of the society amounted to Rs. 5·62 lakhs.

Consumers' Movement.—The total number of societies increased to 31 and their financial position exhibited an all round increase. The total value of the sales effected by these societies amounted to Rs. 8·75 lakhs, against Rs. 6·06 lakhs in the previous year.

Housing Societies.—There was a further increase in the number of these societies. The membership, share-capital reserve and other funds showed a rise, while the balance of the Government loans decreased. The total number of tenements and houses so far constructed by these societies was 2,983.

Producers' Movement.—These societies as a class have not made much headway. A few weavers' societies showed improvement. The nine industrial associations established under the scheme for the marketing of hand-loom products subsidised by the Government of India, showed considerable progress.

Co-operative Training and Education.—The scheme of co-operative training and education subsidised by the Government of India continued during the year and officers of the Co-operative and Rural Development Departments were trained. In addition to the training in co-operation, the Rural Development Department staff was also trained in agriculture, horticulture and allied subjects. In all 95 officers were trained during the year.

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CHAPTER V

TRADE AND COMMERCE

NORTHERN DIVISION.—Trade conditions in Ahmedabad were satisfactory. The 44 creameries and 25 ovens for boiling milk at Anand, Borsad and Nadiad talukas in the Kaira district prospered and were a boon to the poor classes who made a living by selling milk. Cotton—the principal article of trade and industry in the Broach sub-division of the Broach and Panch Mahals district—was exported to Bombay, Ahmedabad and Surat, while sugar, timber, *ghee* and rice were the chief imports. Trade in the Panch Mahals sub-division consisted chiefly of export of timber and grain. The chief articles of export from the Surat district were grass, fire-wood, coal, timber, mangoes, rice, cotton, cotton seed and groundnuts. Imports and exports by water at Surat Port are increasing. The Thana district is well served by railways and sea-routes. The exports from this district, were mainly rice, paddy, timber, charcoal, milk, grass, salt, betel leaves, plantains, bricks and crushed bones. These were exported to Bombay, Gujarat and Nasik. The quarrying and building operations in the Bombay Suburban district, however, continued to be slack due to war.

Central Division.—The chief industry of the Division is agriculture, and trade is mainly confined to the export of raw materials. The principal articles exported are grain, cotton and oil seeds. Jaggery is the most important article of trade in the irrigated tracts of the Ahmednagar, Nasik and Poona districts. Cotton and groundnut continued to be the chief products of trade of the Khandesh districts, but their prices ruled low. Groundnut seed, turmeric and jaggery are the important articles of trade of the Satara district and are exported on an extensive scale to Bombay and other industrial places. Onions, betel leaves, eggs and tobacco are the articles of trade next in importance. *Hirda*, *beheda* and *sikakai* are exported to Bombay from the hilly areas of Patan taluka and Shirala mahal. Large quantities of fruit, chiefly *mosambis* and oranges, are exported from the irrigated tracts of the Ahmednagar district. Grapes and betel leaves from Nasik are exported to Bombay, Berar and other places.

The various spinning and weaving mills, ginning and pressing factories and the sugar factories continued to absorb a large number of agricultural workers during their off season.

Experiments are being carried out at Savda, in the East Khandesh district to utilise the waste product of banana stems and other tree roots for the production of rough paper and other plastic materials. Small quantities of eggs and poultry are exported from Yellur and a few other villages in Walwa taluka in the Satara district.

Southern Division.—Agriculture is the main industry of this Division. The principal articles of export from the Karnatak are wheat, cotton, jaggery, groundnut, tobacco, chillies, betelnut, betel-leaves and spices. Salt, fish, mangoes and prepared cashewnuts are exported from the Konkan districts. There were small exports of poultry and eggs from Bijapur.

A record number of cotton bales was received in the Hubli market and kept the ginning and pressing factories in the city very busy. The cotton markets at Bijapur, Bagalkot and Hungund, however, did not carry on brisk business as in the previous years. The regulated Market at Bailhongal has proved its usefulness in safeguarding the interests of the cotton growers.

The handloom industry of the Division suffered badly owing to the simultaneous operations of two factors—a very considerable rise in the price of silk yarn and thread and a fall in the demand for the finished goods produced by this industry.

The mango crop in Ratnagiri was poor, due to the destruction of mango blossom by untimely showers, attacks by loranthus and cloudy weather. The mango canning factory at Kelshi fared well.

DEPARTMENT OF INDUSTRIES

There was a spur in the industrial activity of the Province as a result of the war. Several new factories were started and industrial production increased considerably. The cotton and woollen mill industry was very active, but the gold-thread and cigarette industries, suffered from internal competition. The artificial silk mill industry, and gas mantle, chemical sugar, match, paper, glass industries, oil mills, vegetable *ghee*, soap and confectionery industries recorded satisfactory progress.

The conditions created by the war afforded opportunities for the starting of industries for the manufacture of several imported articles. New industries included the manufacture

of squashes, corn flakes in packets, liver extract, dichromates, grinding wheels, acetic acid, starch from maize, and pasteboard.

Technical advice was rendered in the solution of practical difficulties in the process of manufacture. General assistance was given in the nature of recommending the industrial products of the Province to the purchasing authorities in and outside the Province. Loans of over Rs. 1 lakh were sanctioned as State aid to industries. In addition, cash credit to the extent of Rs. 50,000 was guaranteed to an engineering firm manufacturing rice mill machinery. Over Rs. 4,000 were given as research grants in connection with the manufacture of laboratory instruments, optical glass and photographic paper.

Cottage Industries.—The Department continued to devote considerable attention to the development of cottage industries by means of demonstrations, schools and peripatetic parties. A batch of village glass workers was trained in the mixing of chemical for different colours, founding of glass, manufacture of bangles by the spiral process, jointing and manufacture of fancy bangles and construction of refractories and glass furnaces. There were seven peripatetic cotton weaving schools, one wool weaving school, 11 cotton and wool weaving demonstrations, and three dyeing and printing demonstrations. Several fly shuttle, *galicha* and carpet looms, dobbies, beams, spinning wheels and improved carders were introduced by these institutions during the year. The six tanning demonstration parties, the cane bamboo, lacquerwork and coir manufacture demonstrations recorded satisfactory progress. Altogether 20 students were receiving training at the Reay Art Industrial Work Shop of the Sir J. J. School of Art, Bombay, under the scheme of training hereditary artcraft workers.

The preliminary survey and experimental work in the manufacture of potteries was completed and experimental work in connection with the manufacture of cheap red glazed wares, biscuiting and glazing was in progress at the close of year. The survey of the possibilities of introducing sericulture in the Province was completed and the Government has sanctioned the establishment of a sericultural farm at Belgaum. The Government has also sanctioned the establishment of a peripatetic school for training in the manufacture of boot-lace, file-strings, bandings and the like.

The marketing of hand-loom products under the Government of India grant continued to receive the attention of the Department. All the District Industrial Associations except the three at Ahmedabad, Malegaon and Kamatgi, progressed

satisfactorily. The total sales effected by these associations amounted to Rs. 1·89 lakhs and their goods were popularised in the Bombay Markets through the newly started Sales Depot of the Department in Bombay. Efforts were also made to improve wool-weaving as a rural industry. As in the previous years, the Government made grants-in-aid to the All India Spinners' Association and the All India Village Industries Association for carrying out approved schemes of work for the development of rural industries.

Technical and Industrial Education.—The number of recognised Technical and Industrial Schools in the Province was 83 including four Government institutions. Seven new institutions were granted recognition during the year. A variety of technical courses were offered in these institutions which were regularly inspected by the staff of the Committee of Direction for Technical and Industrial Training. Of the 2,339 candidates from these institutions who appeared at the annual examinations for 1939–40, 1,891 or 80 per cent., were successful. The total amount of grant-in-aid paid to these institutions, exclusive of Rs. 1·25 lakhs paid annually to the Victoria Jubilee Technical Institute, Bombay, amounted to about Rs. 40,600 recurring and Rs. 5,600 non-recurring. The Victoria Jubilee Technical Institute, Bombay, and the Ranchodlal Chotalal Technical Institute, Ahmedabad, continued to record satisfactory progress. The Government Tanning Institute and the Leather Working School at Bandra also continued to function satisfactorily. Under the apprentice scheme, 158 candidates were selected and placed in mills and other industrial concerns at Bombay and Ahmedabad.

Fisheries.—The nine power launches introduced as an experiment to popularise their use continued to work well. The total quantity of fish brought by these launches was 2,263,667 lb. against 2,504,479 lb. in the previous year. The decrease was due to the dislocation of fishing operations by the cyclone. Experiments in deep sea-fishing with the aid of power propelled country crafts and development of fresh water fisheries continued to engage the attention of the Department. The number of fish curing yards was 32–18 in Ratnagiri and 14 in North Kanara. The total quantity of fish brought to the yards for curing was 221,407 maunds. The Government has accorded its approval for the establishment of two fisheries schools—one each at Ratnagiri and Karwar. Investigations of the Department showed that the oil extracted from the livers of

sharks would provide a good substitute for the imported cod liver oil. About 1,400 gallons of vitaminised diluted shark liver oil were supplied to the authorities concerned.

Weights and Measures.—The Bombay Weights and Measures Act, 1932, was satisfactorily enforced throughout the Province by the Government inspecting units in co-operation with the local bodies.

A Provincial Industrial Research Committee has been set up by the Government to advise on the advancement of industrial research in the Province.

The total expenditure incurred by the Department was Rs. 9·75 lakhs and the income Rs. 4·27 lakhs.

COMMISSIONER OF LABOUR

As from June 6, 1933 the Government decided that all offices dealing with labour matters should be put under one officer to be known as the Commissioner of Labour. As a result, the administration of the Factory Department was transferred from the Collector of Bombay, together with the Steam Boilers and Smoke Nuisances Department, the latter more for administrative convenience than the nature of the work done by the Department. The Labour Office, which is responsible for social and economic statistics, industrial disputes, legislation and other labour matter also came under the Commissioner of Labour and so did the offices of the Commissioner for Workmen's Compensation and the Registrar of Trade Unions. The Director of the Labour Office, who was also Commissioner for Workmen's Compensation and Registrar of Trade Unions became Commissioner of Labour.

THE FACTORIES ACT

The number of working factories increased by 198—from 3,120 in 1939 to 3,318 in 1940. The number of factories—working and non-working—subject to the Act, rose from 3,460 to 3,640, an increase of 180. Silk weaving factories engineering concerns, and brick, *bidi* and rice factories were some of the notable additions.

The average daily number of operatives employed in all industries in the year, as based on the actual returns received, showed an increase of 14,564 or 3 per cent., compared with the previous year.

The number of women employed increased by 301 to 70,898 and that of children decreased by 150 to 770, compared with the preceding year. Women workers employed in the cotton textile industry showed a reduction of 2,115.

The total number of accidents reported was 11,938, against 10,025 in the preceding year, while the total number of persons injured was 11,993 against 10,086.

Air conditioning in textile mills continued to receive attention. Three mills in Ahmedabad installed air conditioning plants while a mill in Sholapur spent over Rs. 40,000 for a similar purpose. A few other mills in Bombay also effected improvements in this direction. Some progress has been made in the provision of housing for industrial workers notably in the sugar factories in the districts of Sholapur, Ahmednagar and Nasik and hydro-electric concerns at Bhivpuri and Bhira. The compulsory enforcement of the crèche rules continued to maintain steady progress. The other directions of welfare activities such as health exhibitions, first aid classes, facilities for medical aid, co-operative societies including the provision of canteens for the supply of tea and other refreshments to industrial workers, continued to record improvements.

Fewer claims were paid under the Maternity Benefit Act than in the preceding year but this was attributable to the dislocation caused by the strike in Bombay City and also to the reduction in the number of women employed in the cotton textile industry. Women workers, however, appeared to take advantage in greater number of the prematernity benefits.

The Payment of Wages Act has greately assisted in eradicating charity or irregular cuts in wages which existed in many smaller concerns.

THE WORKMEN'S COMPENSATION ACT

The Act worked smoothly during the year. The work was facilitated by the co-operation of insurance companies, who represented in more than 50 per cent. of the cases. No trade union except the Ahmedabad Textile Labour Association rendered any appreciable assistance in settling claims on behalf of workers. The total number of cases handled by that association was 119 and the total compensation secured exceeded Rs. 12,000. Applicants who were not represented either by pleaders or claims agencies were helped by the Workmen's Compensation Office staff.

The total number of cases (both applications and agreements) received during the year was 1,072 against 1,046 in the previous year. Of these 901 were disposed off and 171 were pending at the end of the year. Of the cases disposed of, 199 related to fatal accidents and 682 to non-fatal accidents. The remaining 20 were miscellaneous. The total compensation paid in respect of all these cases was Rs. 3·41 lakhs, against Rs. 3·10 lakhs in

the previous year. This amount is exclusive of the compensation paid directly by employers by way of half-monthly payments for injuries of a temporary nature. Including this amount, the total amount paid during the year was Rs. 4·26 lakhs.

The Payment of Wages Act.—The year under report was the third complete year during which the Act had been in operation. Including two applications of the previous year, the total number of applications for disposal was 52. Of these 49 related to delayed wages and one to illegal deductions, while the remaining two were for permission to file complaints against opposite parties. Forty-eight applications were decided of which nine were dismissed and in one penalty was imposed for making malicious or vexatious claims. The remaining four were pending at the end of the year. The total amount claimed in respect of the 50 applications received during the year was Rs. 23,800, of which claims to the extent of Rs. 18,570 were allowed and Rs. 156 awarded as compensation.

BOILER INSPECTION DEPARTMENT

The total number of boilers registered in the Province up to the end of 1940–41 was 6,569 and of these 1,910 were inspected and certified by the Boiler Department. Nine cases of irregularities were discovered. The explanations given in all these cases were accepted and warnings given. There were 15 accidents to boilers. No injury was caused to any person but in one case a boiler attendant was killed by explosion under unusual circumstances.

Three examinations for certificates of competency as boiler attendants and three for proficiency as engineers were held at Bombay.

The receipts, excluding those on account of Boiler attendants and Engineers' examination fees, for the year were Rs. 1·31 lakhs, against Rs. 1·28 lakhs in the previous year. The receipts on account of examination fees were Rs. 7,025, against Rs. 6,460 in the preceding year.

SEA-BORNE TRADE

The following figures give the total value of the sea-borne trade of the Bombay Province in 1940–41 :—

I. Foreign Trade—

Merchandise

Imports.—Rs. 70·44 crores ;

Exports.—Rs. 38·95 crores ; giving a total foreign trade of Rs. 109·39 crores, compared with Rs. 110·18 crores in the preceding year.

II. Coasting Trade—

Merchandise

Imports.—Rs. 14·37 crores ;

Exports.—Rs. 19·40 crores ; giving a coasting trade of Rs. 33·78 crores, against Rs. 36·07 crores in the preceding year.

The maritime trade of Bombay had a setback of nearly Rs. 80 lakhs during the year. The stalemate in the European military situation came to a sudden end soon after the beginning of the financial year. The startling events which followed with staggering rapidity dealt a severe blow to the export trade of India by closing practically the whole of the European market for Indian goods. Substantial relief, however, came from the Empire countries.

With the progress of the war, the Government of India found it necessary to conserve foreign exchange and to eliminate waste on non-essential articles, and with a view to implementing this policy, various regulations concerning exchange and import and export trade were issued from time to time. One result of all these measures was to foster India's trade with other parts of the British Empire. On account of the rigorous exclusion from the United Kingdom of all articles which did not pertain directly or indirectly to her war effort, India's trade with that country showed a decline. As regards foreign countries, trade with America and Japan increased to the extent of 86 per cent. and 26 per cent. respectively. But this increase was entirely on the import side ; exports to both these countries decreased by Rs. 63·27 lakhs or by 31·7 per cent. and Rs. 304·85 lakhs or by 37·6 per cent. respectively.

An interesting feature of the year was that while exports of raw materials decreased, exports of manufactured articles increased from Rs. 6·67 crores in 1939–40 to Rs. 13·39 crores in 1940–41. There was a considerable drop in the exports of raw cotton from Bombay which dwindled from Rs. 15,84·33 lakhs in the preceding year to Rs. 12,22·82 lakhs in the year under report. Before the war, the United Kingdom, Belgium, Italy, Germany, France and Japan were the chief markets for this commodity. The war deprived India of the European markets. Exports to Japan decreased partly as the result of the introduction of Exchange Control in that country and partly on account of shortage of freight. On the other hand, exports of cotton piecegoods recorded an increase of 107 per cent. in quantity, while those of twist and yarn increased by about 55 per cent.

The aggregate value of the foreign trade in merchandise of the Province of Bombay amounted to Rs. 109·39 crores, against Rs. 110·18 crores of the previous year—a small decrease of Rs. 0·79 crores.

The total value of imports of merchandise on private account into the Province of Bombay amounted to Rs. 69·06 crores or an increase of Rs. 2·27 crores or over 3 per cent., over the figures for the previous year. The rise in imports of merchandise was brought about partly by higher importing costs on account of the war and partly by larger imports of dyeing and tanning substances, cotton raw, motor cars, motor cycles etc., wool raw, artificial silk, cotton manufactures, chemicals, seeds, paper and pasteboard, rubber, wool manufactures, staple fibre yarn, metals and ores and cotton fents. Imports of machinery and millwork, sugar, cotton twist and yarn, precious stones and pearls—unset, postal articles, glass and glassware, silk manufactures (including silk yarn), spices, instruments, apparatus, etc., drugs and medicines and carriages and wagons for railways recorded a fall.

The total value of exports (including re-exports) of merchandise on private account amounted to Rs. 38·79 crores or a fall of Rs. 2·6 crores or 6 per cent. from the figure for the previous year. The fall was entirely due to smaller exports of foreign merchandise, the principal articles being skins—raw, sugar and silk manufactures which more than counter-balanced the larger re-exports of cotton manufactures, other textile—manufactured, vehicles, machinery and millwork and cotton raw. Exports of Indian produce and manufacture, however, recorded an increase due chiefly to larger shipments of cotton manufactures, cotton twist and yarn and metals and ores which more than made good the deficit caused by smaller shipments of cotton raw, wool raw, oil-cakes, postal articles, hides, and skins—raw, bristles, myrobolans, spices and seeds.

The total value of the private coasting trade showed a further decrease from Rs. 35·93 crores to Rs. 33·56 crores or by 6 per cent.—both imports and exports sharing in the fall. Imports fell from Rs. 15·42 crores to Rs. 14·22 crores or by nearly 8 per cent. owing mainly to smaller arrivals of cotton raw, coal, coke and patent fuel, jute manufactures and spices. Imports of Indian sugar and cotton twist were, however, more by Rs. 19·52 lakhs and Rs. 10·21 lakhs respectively. Exports decreased from Rs. 20·51 crores to Rs. 19·34 crores or by over 5 per cent. due chiefly to reduced shipments of cotton

manufactures, carriages and carts, seeds and cotton twist and yarn. Shipments of Indian sugar increased but those of foreign sugar decreased. Shipments of other textile manufactures also recorded increases.

With the exception of cotton white piecegoods on the import side and rapeseed, tilseed, castorseed, cotton coloured piecegoods and wool raw on the export side, which declined, the average declared prices of most of the important commodities of import and export were higher than those in the previous year.

Of the total foreign trade in merchandise on private account, the proportion of the trade with the British Empire was 50·04 per cent., against 45·17 per cent. in the previous year. The share of the United Kingdom declined from 21·25 to 18·68 per cent. The share of Japan also declined from 17·24 per cent. to 16·99 per cent. but that of the United States of America increased from 10·20 per cent. to 13·70 per cent.

Trade at the subordinate ports with foreign countries was negligible and consisted mainly of dried fruits, such as cashewnut and cashew kernels. Imports were valued at Rs. 30·08 lakhs, against Rs. 34·85 lakhs and exports at Rs. 10·10 lakhs, against Rs. 10·75 lakhs of the previous year.

The coasting trade consisted chiefly in movements of Indian produce and manufactures from the subordinate ports to and from ports in other provinces as also between themselves. The total value of this trade increased from Rs. 5·43 crores to Rs. 5·59 crores. Imports rose from Rs. 2·80 crores to Rs. 2·99 crores, while exports fell from Rs. 2·63 crores to Rs. 2·60 crores.

The amounts of import and export duty excluding the various cesses collected at the Bombay Custom House during the year were Rs. 15,53·18 lakhs and Rs. 2·02 lakhs, against Rs. 17,56·69 lakhs and Rs. 1·18 lakhs, respectively in 1939–40. The ratio of true expenditure to revenue during the year was 1·19 against 1·02 of the previous year.

The total value of the trade of the Port of Bombay, foreign and coasting, including Government transactions, was Rs. 137·16 crores, against Rs. 140·34 crores in the preceding year, foreign trade being Rs. 108·99 crores and coasting trade Rs. 28·17 crores against Rs. 109·73 crores and Rs. 30·61 crores respectively in the previous year.

The total values of the foreign imports and exports into and from the Port of Bombay, classified under five main headings, were as follows :—

—	Imports		Exports	
	1939–40	1940–41	1939–40	1940–41
	Rs. Lakhs	Rs. Lakhs	Rs. Lakhs	Rs. Lakhs
Food, drink and tobacco	976·35	673·62	258·51	209·43
Raw materials and produce and articles mainly unmanufactured	1,703·88	2,022·84	2,876·17	1,911·32
Articles wholly or mainly manufactured.	3,853·08	4,132·87	862·14	1,642·76
Living Animals	5·10	2·60	1·81	·90
Postal articles	106·41	73·58	130·43	104·19
Total ..	6,644·82	6,905·51	4,129·06	3,868·60

CHAPTER VI

PUBLIC WORKS DEPARTMENT

THE Public Works Department has long been an important feature of the British Administration in India. Its history dates from 1854 when it first came to be organized on a definite basis in succession to the old military boards, constituted mainly to carry out military works.

For administrative purposes the work of this Department is divided into two sections : (*i*) Roads and Buildings and (*ii*) Irrigation. It also deals with electric installations and grants licences for the supply of electricity to the public. Sanitary projects, such as water supply, drainage and boring operations, are amongst its other activities. Proposals for construction of new railways and examination of railway projects and matters pertaining to aviation and tramways are also dealt with by the Department.

The extension of the High Court Buildings, the construction of the Government Law College and the Out-patients department at the Albless and Cama Hospital at Bombay, the construction of quarters for police officers and men and buildings for police stations, etc., under the Greater Bombay Scheme at Bandra, Vile Parle, Kurla and Andheri, and the police accommodation scheme at Ahmedabad were some of the important works completed or in progress in 1940–41.

Central Workshops, Dapuri.—The outturn of the Workshop was Rs. 2·22 lakhs, against Rs. 1·28 lakhs in the previous year. This was the largest output since 1926–27, the average of the last several years being Rs. 1·50 lakhs. After paying all charges for establishment, repairs, interest, depreciation on buildings, and machinery, etc., there was a net profit of Rs. 20,126.

A scheme for assisting persons affected by prohibition was started in 1940 and men were taken up for training in the Workshops. The Government has also sanctioned a revised scheme for admission and training of apprentices, stipulating new educational qualifications. The work turned out in the workshops was of a varied nature and included erection of a new 34 B.H.P. Engine in machine shop No. 2. Cast iron socket gates, C. I. ordinary Dapuri type gates and M. S. Gates for irrigation were also manufactured at Dapuri at a cost of Rs. 22,000.

Electricity.—Electricity continued to attract the attention of the public in an increasing degree and eight new licences were granted during the year. By the end of the year electricity had been introduced in 62 centres in the Province, while 11 other centres were in process of being electrified. The receipts from the tax on electricity amounted to Rs. 32·84 lakhs.

The number of original works carried out by the Electrical Department was 176, against 347 of the previous year, and the special repair works numbered 90, against 93.

Communications.—The total expenditure under this head was Rs. 63·48 lakhs. A sum of Rs. 34·53 lakhs was held by the Government of India to the credit of this Government to be allotted as required. The total expenditure from the Provincial Road Fund from its inception to the end of the period under review amounted to Rs. 22·44 lakhs.

Scarcity Works.—Rs. 1·14 lakhs were spent on scarcity labour during the year. The average number of persons attending scarcity works in the Kaira and Panch Mahals Division alone was 139,700 per month. The construction of about 27 miles of the Viramgam-Sitapur road in the Ahmedabad Division and of the road from Tuwa to Bordi in the Kaira and Panch Mahals Division were some of the important works carried out.

Water Supply and Drainage Schemes.—Providing new six-inch and four-inch cast iron mains to the north-east of Jogeshwari and laying a new six-inch water supply main for Ghatkopar from the 48-inch Tansa main to the existing five-inch main on the Bombay-Agra Road were the two most important works carried out.

The total revenue realized from the sale of water, premia and connection fees, etc., in connection with the Salsette Water Supply Scheme amounted to Rs. 6·90 lakhs.

RAILWAYS

The railways situated within the Province of Bombay are not administered by this Government but are under the general control of the Railway Board.

No new traffic surveys of any railway projects were carried out during the year under review, nor have any new lines of railway been opened for further traffic.

The total length of the railways in the Province of Bombay (excluding Indian States) but including Indian State Railway

lines within the British Territory open for traffic during the year under review was 2,519 miles made up as under :—

—	Broad gauge miles.	Meter gauge miles.	Narrow gauge miles.	Total miles.
Bombay, Baroda and Central India Railway ..	531	121	143	795
Great Indian Peninsula Railway	822	..	62	884
Madras and Southern Mahratta Railway ..	..	588	..	588
Barsi Light Railway	..	..	113	113
Matheran Light Railway	..	..	13	13
Bhavangar State Railway	..	49	8	57
Gaekwar Baroda State Railway	10	35	24	69
	1,363	793	363	2,519

IRRIGATION

GENERAL

Irrigation in the Province of Bombay is not compact. The rainfall which helps agricultural operations is often precarious. The tanks and canals constructed in the Province provide irrigation for valuable crops such as sugarcane and also provide a source of supply to other crops when the rainfall is deficient or irregular.

The most important irrigation systems are situated in the Bombay Deccan and they are generally of the same type. Each depends upon a storage lake situated near the head of one of the river valleys, where sufficient water is collected during the monsoon to supply a tract of country on either side of the river valley below. The water stored during the rains is let out during the dry months of the year in accordance with requirements ; and, at a point on the river which may be as far as 50 miles from the main storage lake, a pick-up weir is constructed across the river to raise and divert the water into canals taking off on either side of the river. In one case only, that of Lake Fife at Khadakwasla, near Poona, do the canals take off directly from the dam itself. The canals are aligned with a considerably flatter slope than that of the rivers and they are consequently able to diverge from the river itself on each side of the valley, so as to obtain flow command over cultivable lands.

There are also scattered over the Province a number of old irrigation works, consisting chiefly of a few small canals and moderately large tanks. There are nearly 12,000 smaller tanks, mostly in the southern part of the Province and in Gujerat, and about 400 bandharas in Nasik and Khandesh districts. From these small beginnings have evolved the magnificent irrigation works which now form such a conspicuous feature in the Bombay Deccan and have so successfully fulfilled their beneficent purpose in banishing the famines which formerly devastated this portion of the Province.

Northern Circle.—The Hathmati and Khari Cut Canals are the only important canal systems in Gujerat, the other irrigation works comprising small tanks dependent on local rainfall. During the year under review the rainfall was much below the average and the demand for water was in excess of the supply available. The total area irrigated during the year under the canals was 43 acres, against 1,141 acres, in the previous year.

Central Circle.—The Ekruk Tank near Sholapur, the Jamda Canals, the Krishna Canal and the Mhaswad tank are the most important irrigation works in this Circle. The Ekruk Tank supplies water for irrigational purposes and also for domestic and industrial purposes to the Municipality and mills of Sholapur and the G. I. P. Railway Administration. The area irrigated during the year with the water supplied from this tank was 3,542 acres and the gross assessed revenue amounted to Rs. 1·68 lakhs.

DECCAN IRRIGATION CIRCLE

Mutha Canals.—This irrigation scheme comprises a storage reservoir at Khadakwasla near Poona, known as Lake Fife, and the Mutha Right and Left Bank Canals, which are 70 and 18 miles long, respectively, and a tail tank, known as the Motoba Tank, which receives the surplus supply of the Mutha Right Bank Canal during the monsoon months. The storage is utilised partly for irrigation and partly for supplying water for domestic purposes to the Municipality and the Cantonments of Poona and Kirkee. The rainfall of the year was satisfactory, being 40·70 inches at Khadakwasla, against 20·25 inches of the previous year. The area irrigated by this scheme during the year under review was 18,831 acres.

Godavari Canals.—This scheme was completed in 1915–16 at a cost of approximately a crore of rupees. The system comprises—(1) a storage reservoir known as Lake Beale about

20 miles west of Nasik on the Darna river, a tributary of the Godavari; (2) a pick-up-weir at Nandur Madhmeshwar, 47 miles down stream of the Darna Dam; and (3) two canals,—the Godavari Right and Left Bank Canals, 69 and 48 miles long, respectively.

The Darna Dam, inclusive of its waste weir, is more than a mile long and has a maximum height of 92 feet above the lowest level of its foundation. The lake has a storage capacity of 7,763 million cubic feet. The weir at Nandur Madhmeshwar has a length of 3,618 feet inclusive of the Right and Left Bank regulators. Its crest is at a level of 34 feet above the river bed. The canals irrigate lands situated in the south of the Nasik district and in the north of the Ahmednagar district. The rainfall during the year was satisfactory. During the year the total area irrigated by the system was 38,268 acres.

Pravara River Works.—This system comprises (*a*) the Wilson Dam at Bhandardara, 1,600 feet in length and 282 feet high from its foundation to the top of the parapets impounding a storage of some 12,000 million cubic feet, (*b*) a pick-up-weir at Ojhar, 890 feet long, 53 miles below the Dam, and (*c*) two canals,—the Pravara Right and Left Bank Canals, 33 and 48 miles long, respectively. The rainfall of the year under report was satisfactory. The area irrigated by this system during the year was 58,452 acres.

Lloyd Dam and the Nira Right and Left Bank Canals.—The Lloyd Dam at Bhatgar, 190 feet high and 5,300 feet long is one of the largest in the world. It impounds about 24,000 million cubic feet of water and supplies water to the Nira Right Bank Canal and the Nira Left Bank Canal, which are 106 and 100 miles long, respectively. The former, which is the largest canal in the Deccan, irrigates mainly the western portion of the Sholapur district, which is notoriously liable to famine. The Lloyd Dam was completed in 1928 at a cost of about Rs. 1·72 crores and the Nira Right Bank Canal in 1938. The rainfall of the year was satisfactory. The area irrigated by the Nira Right Bank Canal was 45,459 acres and that by the Nira Left Bank Canal was 74,491 acres.

The establishment of sugar factories in this Circle has contributed towards the successful working of the Deccan Canals. There are now 10 sugar factories established on the several canals.

The Government examined the whole question regarding the supply and demand of water with a view to putting a stop to

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the wastefulness of the procedure followed in the application of water to lands and decided that the best way of using water for the irrigation of large holdings was to sell it by volume. This system of the supply of water on a volumetric basis has lately been introduced in the case of the sugar factories with the result that it has been possible to increase their "guaranteed" cane areas almost to the limit of their previous demands, restricting at the same time the supplies to the factories to 35 per cent. of storages and leaving 65 per cent. for peasantry for existing commitments or future demands. The introduction of the new method has thus led to a considerable increase in the acreage of cane irrigation and canal revenue.

Southern Circle.—The Gokak Canal is the most important irrigation work situated in this Circle. The scheme consists of a weir constructed across the Ghataprabha river at Dhupdal in the Belgaum district, 16 miles of main and branch canals and 36 miles of distributaries. The system also supplies water for industrial purposes to the cotton mills at Gokak and to the M. & S. M. Railway Company. The area irrigated during the year by this system was 9,716 acres.

Expenditure, Revenue and area irrigated.—The total expenditure incurred on all the Irrigation Works in the Province of Bombay during the year 1940–41 amounted to Rs. 17 lakhs, compared with Rs. 19 lakhs in the previous year. The expenditure incurred on capital works, i.e., works for which both capital and revenue accounts are kept, amounted to Rs. 15·56 lakhs. Receipts from capital works totalled Rs. 41·46 lakhs, compared with Rs. 32·76 lakhs, the average of the preceding three years. The area irrigated by these works aggregated to 3·10 lakhs acres approximately, compared with 2·97 lakhs acres, the average of the last three years. The area under irrigation by non-capital works was nearly 1·96 lakhs acres and the revenue derived therefrom amounted to Rs. 7·62 lakhs.

CHAPTER VII

VITAL STATISTICS AND MEDICAL RELIEF

INCREASES in the death and infant mortality rates and decreases in the birth and maternal mortality rates were the features of the year. The death rate was 27·91 per mille compared with 27·55 in 1939—a small increase of 0·36. The death rate based on the estimated population, however, showed a decrease—24·89 against 24·91 of the previous year. The birth rate decreased from 43·16 to 42·07—a welcome sign as the Provincial average birth rate has remained at a high level undesirable from the public health point. The rural birth rate was slightly higher than the urban birth rate—a phenomenon common to predominantly agricultural countries.

For the second year in succession the recorded number of deaths due to respiratory diseases showed a fall and was accompanied by a proportionate fall in deaths from phthisis and pneumonia. A decrease in deaths from dysentery, diarrhœa and cholera was also noticeable. With the exception of cholera, the other principal epidemic diseases—small-pox and plague—reported heavy incidence. Small-pox had had an upward trend since 1938 and probably reached another peak in 1940. There was a rapid decline in plague after the peak year of 1933 (24,560 deaths); but since 1939 the disease has taken an upward turn. The infection so far is mainly confined to the Karnatak districts.

Births and Deaths.—The European population, according to the Census of 1931, was 18,028. In 1940, the number of births recorded was 289, against 231 in the previous year, giving a ratio of 16·03 per mille of population, against 12·81 in 1939. There were 125 deaths, giving a death-rate of 6·93, compared with 136 and 7·54 respectively in the previous year.

The Anglo-Indian population, according to the Census of 1931, was 14,176. The number of births registered was 164, against 167 in 1939. The birth-rate per mille of population was 11·56, against 11·78 in the previous year. There were 103 deaths, compared with 129 in 1939, the death-rate being 7·27, against 9·10 in the preceding year.

Among Indians, the total number of births registered was 755,817—a decrease of 19,728 from the figure for 1939 and an

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increase over the previous three decennial means. The proportion of male to female births was 106·22 to 100. Still births numbered 12,543, against 13,747 in 1939.

The year registered a small rise in the number of deaths compared with the previous year. The total number of deaths registered was 501,465, the quinquennial average being 508,606. The proportion of male to female deaths was 105·67 to 100. The recorded death-rate for the Province was 27·91, against 27·55 in the previous year.

In Bombay City, the birth and death rates were 33·43 and 25·05, respectively.

Causes of Deaths.—Of the total of 501,465 deaths, cholera was responsible for 716 deaths, small-pox 10,525, plague 5,573, fevers 172,858, dysentery and diarrhœa 22,165, respiratory diseases 102,996, injuries 7,348 and other causes 179,284.

Cholera showed a downward trend in 1940. The Khandesh districts which usually contribute a good deal to the cholera mortality in this Province, escaped with only four deaths. The epidemic was mainly confined to the districts of Sholapur, Ahmednagar, Thana, Poona and Kolaba. Precautionary measures such as the distribution of potash permanganate and cholera pills, disinfection of water supplies, inoculation, etc., were carried out in all the affected districts. Extensive propaganda in favour of vaccination was carried out by means of leaflets and posters in all the districts affected or threatened by small-pox. Special measures were organised in Sholapur, Bijapur, Dharwar, and Belgaum districts to fight the plague epidemic. Mobile units were formed to enable medical staff to visit infected villages quickly and adopt prompt measures to suppress the epidemic. Inoculation, rat destruction by mass baiting and cyanide fumigation and disinfection of infected houses were carried out. Thirty-seven subordinate medical officers were appointed for the malaria season to visit villages in the most malarious parts of the Province. They visited in all 3,456 villages, treated 44,400 persons for malaria and 21,644 for other diseases and examined 62,785 for enlarged spleen.

The Provincial infant mortality rate was 169·36, against 152·70 in 1939. Deaths due to child-birth numbered 4,133 against 4,763 in 1939. The maternal mortality rate per 1,000 registered births, including still births, worked out to 5·38, against 6·03 in 1939.

Pilgrim Centres.—The total number of pilgrims attending the *Ashadhi Fair* at Pandharpur was 173,217, against 87,774 in

1939. As in 1939, arrangements were made in all Civil Hospitals and Dispensaries for the free inoculation against cholera of the intending pilgrims and the issue of certificates of inoculation. Arrangements were made by the Pilgrim Committee for free inoculation and issue of certificates to Pilgrims who had not been previously inoculated. In all 106,218 pilgrims out of 173,217 were inoculated at Pandharpur and the remaining 53,385 arrived with certificates of inoculation. The usual medical arrangements were ready well before the pilgrims began to arrive. Sixty-six medical students and licentiates were appointed at different *nakas* of Pandharpur and the railway station. No cholera case was admitted to the hospital.

The sanitary arrangements made at the principal fairs at Alandi, Nasik, Trimbak and in different parts of the Province were adequate.

HOSPITALS AND DISPENSARIES

Extension of rural medical relief and wider opportunities for rural dwellers to use the services of the Medical Department staff were the features of the Civil Hospitals and Dispensaries administration in 1940.

The Government, by the end of the year, had sanctioned 334 centres for subsidised medical practitioners and the locations of 314 (149 allopathic, 153 *ayurvedic* and 12 *unani*) had been decided upon and 251 were actually functioning. Of the 81 nurse-midwives to be appointed for District Local Board dispensaries, 56 had been arranged for.

The nursing staff was generally adequate in the Bombay and one or two of the mofussil hospitals. Many of the civil hospitals, however, were understaffed. Nursing in these hospitals is provided by Nursing Associations with the aid of Government grants. These Associations relieve the Government of half of its responsibility regarding nursing and the plan had worked well in the past. Recently, however, these bodies have been unable to collect more funds, with the result that they have not been able to provide nursing staff in proportion to the increase in the number of patients, and attempts are being made by the Government to provide this essential service from its own funds as much as possible.

As one of the measures for the improvement of the condition of Bhils and other Aboriginal and Hill Tribes in partially excluded areas, the Government has sanctioned the establishment of five touring medical-cum-propaganda units in the four districts of West Khandesh, Thana, Nasik and Panch Mahals. Each unit is controlled by an organiser thoroughly conversant

with local conditions and habits of the tribes. The unit gives medical treatment for simple ailments, along with entertainments.

Instructions have been issued to all the Civil Surgeons to notify the dates of their inspection of dispensaries in their charge to the local public and to examine and treat all sick persons who come to them for consultation and treatment during their visits to the dispensaries. The Medical Officers of the Department have also been instructed to render all possible help in village improvement activities.

The number of medical institutions in the Province rose by 98 to 707 and the number of patients treated in them by 317,348 to 4,913,802. Of the 145,783 in-patients treated, 78,845 were cured, while the mortality was 9,592, the ratio of deaths being 6·6. There is a constant decrease in this ratio: it was 7·8 in 1938 and 7·0 in 1939. The number of patients treated at the female hospitals and dispensaries was 123,255.

There were 4,056 beds available for males and 3,095 for females, against 3,975 and 2,885 respectively in the previous year. The daily average attendance of in-door patients was 5,821·7 and of out-door patients 41,551·35. Surgical operations were performed on 152,616 persons with a mortality of 0·8.

The total expenditure on medical relief was Rs. 59 lakhs. This includes Rs. 27·63 lakhs paid by the Government and Rs. 23·95 lakhs by local bodies.

HAFFKINE INSTITUTE

The year was noteworthy in that the Institute's 10 years of researches, which gave an improved plague vaccine and an effective anti-plague serum, culminated in the discovery of a new sulphonamide-sulphathiazole. Both laboratory and field trials of this drug have shown that it possesses very remarkable curative power against infection. It has also been found that it is equally efficacious in the treatment of pneumonia and in certain cases of blood poisoning and infections of the urinary tract. Because it is cheap to make, can be administered by the mouth and does not deteriorate by keeping, it forms a remedy of the greatest importance under conditions prevailing in India.

The organisation of the Serum Production Department was another feature of the year. India previously had largely depended on imported sera, which were very expensive even in peace time. This new department, by making supplies available at less than one-fourth the prices of imported sera, should prove of the utmost benefit to the country.

The Institute continued to function as (*i*) a centre for the manufacture of plague vaccine for the whole of India and other vaccines for the Province of Bombay, (*ii*) a bacteriological laboratory for the Province of Bombay, (*iii*) a centre for the manufacture of anti-rabic vaccine for the Province of Bombay and the adjoining areas and the treatment centre for Bombay City. In addition, it carried out research work on plague and other subjects, largely with the assistance of the Indian Research Fund Association.

Large quantities of plague, cholera and T. A. B. vaccines and sera and 10,514 anti-rabic treatments were issued by the Institute. The Diagnostic Department examined about 15,760 specimens for various Government hospitals and dispensaries. The numbers of Wassermann and Kahn tests carried out were about 4,260 and 4,230 respectively. The Biochemical Unit continued to be increasingly useful to hospitals and medical practitioners in their diagnostic work; and the Entomological Department was engaged in organising and conducting an inquiry into the recrudescence of plague in the Sholapur and adjoining districts.

The receipts during the year amounted to Rs. 4·86 lakhs and expenditure to Rs. 4·03 lakhs.

VETERINARY

A substantial increase in the number of animals treated in State-aided veterinary hospitals and dispensaries—from 260,440 in 1939-40 to 285,283 in 1940-41—is recorded in the report of the Civil Veterinary Department of Bombay Province for the latter year.

The number of veterinary hospitals and dispensaries rose by one to 121. The average daily attendance was 22·66, the highest attendance being 83·58 recorded at Sholapur.

Outbreaks of contagious diseases increased from 3,265 to 3,867. In these 96,933 animals were attacked and 16,963 died, compared to 63,975 attacks and 20,420 deaths in the previous year. With the exception of rinderpest and foot and mouth disease, the incidence of other diseases was more or less normal.

The total number of stock protected was 164,368. The number of animals protected from rinderpest during the course of outbreaks was 82,108. In 130 villages, 6,995 animals were vaccinated against hæmorrhagic septicæmia prior to the onset of the monsoon season, while 37,127 were vaccinated during the course of outbreaks. The numbers of animals

treated for black quarter and anthrax were 36,018 and 1,240 respectively.

During the year, 279 horses were imported from foreign and Indian ports, against 923 in the previous year.

The scheme for the control of ticks continued to progress. There were four dipping tanks and two spraying machines in operation at the close of the year.

The subordinate staff visited 16,046 villages and in addition to their disease control operations, treated 104,430 animals for contagious and non-contagious diseases and castrated 24,499 animals.

The total expenditure of the Department amounted to Rs. 5·85 lakhs, of which Rs. 4·38 lakhs were met from the Provincial revenues.

CHEMICAL ANALYSER

The work of the Chemical Analyser to Government is connected with the protection of the public either by the examination of the data relating to crime or suspected crime or by the examination of food-stuffs, water, etc. During the year 1940, examination of 12,631 articles was undertaken by him against 14,421 in the previous year. The decrease, however, was counter-balanced by opinions given by the Chemical Analyser on samples for the Classification Committee appointed by the Committee to determine the classification of spirituous medicated articles for the purposes of exempting from control such of the preparations as by their nature of medication were unfit to be consumed as beverages. The Chemical Analyser, who was an *ex officio* member of this Committee, had to dispose of over 1,000 medical preparations—allopathic, homœopathic and *ayurvedic*, including medicinal wines, *asavas* and *arishtas*.

In 781 cases of suspected human poisoning, poison was detected in 400 cases. Out of the poisons used, alcohol stood first, opium second and *dhatura* third. In 47 cases of animal poisoning, poison was detected in 24 cases.

MENTAL HOSPITALS

Overcrowding continued at all the mental hospitals in 1940. This was in spite of the additional accommodation provided for female patients at the N. M. Mental Hospital at Thana.

Great advantage was taken by relatives and friends of patients of the provision for sending patients on parole. As many as 244 patients were discharged on parole, against 169 in the previous year.

The scheme for the provision of special accommodation and facilities to patients who are prepared to pay for such additional

amenities, introduced at the Central Mental Hospital at Yeravda was sanctioned as a permanent measure by the Government.

The total population of the mental hospitals was 3,636—2,473 males and 1,163 females—against 3,390 in the preceding year. Admissions, including re-admissions, numbered 1,084. The daily average strength was 2,616·8. During the year 385 patients were discharged as cured.

The daily average number of sick treated in mental hospitals was 139·0 against 126·4, the percentage of sickness to daily average strength being 5·3. The health of the patients was generally good. There were 241 deaths, the percentage of deaths to the daily average being 9·2. The total number of criminal insane persons confined in mental hospitals was 168.

The employment of suitable patients on such works as gardening, weaving, tailoring, carpentry, preparing coir mats and domestic work continued. The daily average number of patients employed under occupational therapy was about 36·6 per cent. throughout the year.

Deducting the receipts from the paying patients and other sources, the net cost to the Government during the year was Rs. 5·28 lakhs.

BRITISH EMPIRE LEPROSY RELIEF ASSOCIATION (INDIAN COUNCIL. BOMBAY PROVINCIAL BRANCH

In Bombay, leprosy is common in certain districts, chiefly in the eastern part of the Province. In Bombay City, the Leper Act is applied and the beggar lepers are maintained in the Acworth Leper Home. Adjoining the Home is a treatment centre for cases in the general population. There are several other leper homes run on a voluntary basis in other parts of the Province and the Government has appointed a Special Leprosy Officer. The Bombay Branch of the British Empire Leprosy Relief Association uses most of its funds for making grants to treatment centres in those parts of the Province where leprosy is common.

The year 1940 was one of sustained progress. The total number of centres working under the auspices of the Council was 45 and at these 5,119 cases were treated—3,039 old and 2,160 new. The total attendance at these clinics was 134,858, against 108,023 in 1939. As usual a large number of patients attended intermittently and could not thus derive the full benefit from treatment. The income was about Rs. 13,500 and expenditure about Rs. 10,500. Small contributions were also made by some Municipalities and Local Boards but these were spent locally for the relief of patients.

ACWORTH LEPER HOME, MATUNGA.

The Acworth Leper Home was founded in 1890 by the late Mr. H. A. Acworth, C.I.E., I.C.S., the then Municipal Commissioner for the City of Bombay, with the aid of public donations. It provides for the segregation and medical treatment of pauper lepers committed under the Leper Act, 1898, and accommodates 396 lepers—284 males and 112 females. Patients voluntarily seeking admission and suitable for indoor treatment are admitted and treated in hospital wards. Out-patients are also treated at the new Leprosy Clinic established by the Board in the compound of the Home. Necessary facilities have also been provided for the training of medical practitioners and students in leprosy.

The Board of Management consists of 20 members of whom three are appointed by the Government, five by the Municipal Corporation of the City of Bombay and 12 co-opted annually. The Home is in charge of a Resident Medical Superintendent who acts under the orders of the Board. The cost of maintaining resident lepers in Bombay City for more than five years is borne by the Municipality and that of all others by the Government. The Home maintains a sewage farm and lepers who wish to work are provided employment thereon and paid an allowance from the income thus derived.

The total number of persons treated as in-patients during the year was 711—561 males, 148 females and two children. The total number of out-patients was 921—768 males, 136 females and 17 children. There were 55 deaths. The total expenditure amounted to Rs. 69,400.

KONDHWA LEPER HOSPITAL, POONA

The hospital is situated about six miles to the south of Poona near Kondhwa village. It was established in 1913 by the United Free Church of Scotland Mission to Lepers, which has its headquarters in London and which carries on most important work for sufferers from leprosy throughout India and other countries.

The hospital is maintained by capitation grants by the Government, contributions by the local bodies and private contributions and donations : the deficit, if any, is made good by the Mission. The total income during the year was Rs. 21,400 and expenditure Rs. 23,800.

The total number of patients at the end of the year ended September 30, 1941, was 151—79 men, 66 women and six children. Of these, 83 were under special treatment, while 11 died. Untainted children are separated from their parents

as early as possible. There were 19 such children during the year. The general health of the inmates was satisfactory.

EMIGRATION AND IMMIGRATION

Only skilled labourers emigrate from the Port of Bombay and are recruited by authorised recruiting agents under agreements approved by the Government. In 1940, 1,053 skilled labourers were recruited, against 1,747 in the previous year. The emigrants proceeded to Abyssinia, Arabia, Bahrain, Ceylon, China, Great Britain, Iran, Iraq, Japan, Kenya, Mauritius, Nyasaland, Portuguese East Africa, Sudan, Siam, Straits Settlements, Tanganyika, Uganda and Zanzibar.

Illicit emigration still exists at the Port of Bombay. During the year, 196 offences were detected, against 312 in the preceding year. However, in December 1939, the Government of India amended the Indian Emigration Rules, 1923, and greater control may be expected in the near future.

The emigrants during their stay in Bombay prior to embarkation are looked after by their recruiting agents who pay for their subsistence.

The number of emigrants repatriated to India was 969, against 1,395 in the previous year. Of these, 42 were from South Africa under the Assisted Emigration Scheme. Thirty-nine complaints were received by the Protector of Emigrants, Bombay, against 201 in the previous year. In 18 cases the complaints were found either wholly or partially well founded and the claims were admitted by the employers and the dues paid to the complainants. In 16 cases the complaints were exaggerated. The remaining five cases were under investigation at the end of the year.

Estates of 25 deceased emigrants amounting to about Rs. 26,500 were received during the year, and 14 of them, amounting to about Rs. 16,700, were disbursed to their legal heirs. Compensation paid for injuries received while on duty and *ex-gratia* payment for deaths amounted to about Rs. 10,000.

The receipts for the year amounted to about 9,300 and expenditure to Rs. 5,900.

There was neither emigration nor immigration of an abnormal nature anywhere in the districts except the yearly exodus of agricultural labourers, who emigrate to industrial centres in search of work on the termination of their harvesting season and return to their villages at the commencement of the monsoon. A few have gone to Africa for business and service from Kaira, Surat, Broach and Panch Mahals, Ratnagiri and Kolaba districts. From Thana district 109 persons went to Assam for tea plantation work.

CHAPTER VIII

LOCAL SELF-GOVERNMENT

MUNICIPALITIES

DURING the past decade the policy of Government has been to give more and more power to Local Bodies and, where control is exercised, to use that control solely for the purpose of safeguarding the interests of the tax-payers, especially where Government funds have been lent for local purposes. This policy is especially noticeable in the case of municipalities. In Bombay City the powers of the Corporation are practically uncontrolled while in the mofussil Government control has been to a very considerable extent relaxed. In addition to the Municipal Corporation of Bombay, there are in the Province 28 Municipal Boroughs and 101 District Municipalities. The Municipal Boroughs are governed by the Bombay Municipal Boroughs Act, 1925, and the district municipalities by the provisions of the Bombay District Municipal Act, 1901.

The principal duties of municipalities lie in the direction of the provision and maintenance of public and utility services such as roads, dispensaries, water supply, sanitation and education. They have power to raise funds both by direct and indirect taxation. They have in addition power to raise loans, either from Government or in the open market, with the previous sanction of Government, for financing capital works of public utility. In the past, if the circumstances of a case required it and the local body was prepared to make adequate efforts to help itself, Government rendered assistance, both by loans and grants-in-aid towards the cost of big undertakings. By this means, Poona, Lonavla, Nasik, Jalgaon, Karad, Sholapur, Bijapur, Dharwar, Hubli and other towns have been provided with an improved water supply and Poona with a complete system of underground drainage. In some cases, where the question of good water supply is of more than local importance, water-works have been constructed entirely at Government expense. Pandharpur, a great pilgrim centre, is a case in point. Town improvements and the opening out of congested and insanitary areas are other objects for which Government has made liberal grants. Owing to financial stringency

Government has most reluctantly been compelled to discontinue the practice of assisting local bodies with grants. The expert advice of the officers of Government is, however, freely placed at the disposal of local bodies and reduced charges are levied by Government in the case of works of local bodies entrusted to the Public Works Department for execution. Municipalities with a population of 15,000 and over may appoint Health Officers and Sanitary Inspectors and in such cases Government bears one-half of the cost of the Health Officers and one-third of the cost of Sanitary Inspectors. Municipalities are now allowed practically a free hand in the matter of selection and appointment of their Chief Officers.

In accordance with the provisions of the Bombay District Municipal and Municipal Boroughs (Amendment) Act, 1938, the constitution of 17 municipalities was revised during the year, bringing the total number of municipalities whose constitution was revised to 105. The system of nomination was abolished and representation by means of reservation of seats in joint electorates was given to minorities such as Indian Christians, Harijans and Backward Tribes and to women and also to Muslims at their option.

The aggregate ordinary income of municipalities, excluding items under the head "Extraordinary and Debt," increased from Rs. 202·44 lakhs to Rs. 210·20 lakhs, municipalities in all the Divisions contributing to the increase. The incidence of taxation was highest at Matheran (Rs. 14–15–11) and lowest at Betwad (Re. 0–9–2). The aggregate expenditure, including items under the head "Extraordinary and Debt," increased from Rs. 356·89 lakhs to Rs. 359·80 lakhs, the municipalities in the Southern Division contributing thereto. The loan liabilities of the municipalities at the end of the year stood at Rs. 144·75 lakhs. The Ahmedabad Municipality alone was responsible for over Rs. 87 lakhs.

The affairs of the Pandharpur Municipality, which was superseded in 1939, continued to be managed by a committee of management appointed for the purpose. The superseded Sangamner and Hubli municipalities also continued to be managed by administrators appointed by the Commissioners of the respective Divisions. Three more municipalities—of Yeola, Karad and Islampur—were superseded during the year and placed under the management of administrators.

Commenting on the administration of the municipalities, the Commissioner, Central Division, observes that very little improvement was noticeable in the Division as a whole. General

under one year of age was 7,823, against 8,008 in the previous year, giving a rate of 201·4 per 1,000 births registered.

The Bombay Shops and Establishments Act, the administration of which was entrusted to the municipality, was brought into force in the city from November 15, 1940. In order to permit the owners of establishments to assimilate the provisions of the Act, a time lag of three months was allowed during which attention was concentrated on propaganda work relating to maintenance of registers, non-employment of children and of young persons during the prohibited hours, closing of shops at the prescribed time and granting of weekly holidays. Out of 707 complaints received, 320 were investigated and action taken up to the close of the year. Seventy-one day and night mass raids were carried out. A few raids were also arranged in the early hours of the morning to inspect restaurants in mill areas and 22,190 visits and 4,192 revisits were paid to different establishments. In all 1,738 written warnings were given in addition to verbal warnings and warnings through remarks in the visit books. Out of 214 prosecutions filed, 81 were disposed of, 77 resulting in conviction, while four cases were withdrawn. The Act on the whole seems to have been well received.

LOCAL BOARD ADMINISTRATION

Every Local Board is presided over by a president who is elected from among the elected members of the Board. A vice-president is similarly elected. The Taluka Local Boards were abolished with effect from April, 1, 1938, and the District Local Boards were reconstituted and all seats were made elective with special reservations for Harijans, backward tribes and women. The boards have the power to levy with the sanction of the Commissioner, any tax, other than a toll on vehicles and animals, which the Provincial Legislature has power, under the Government of India Act, 1935, to impose on the Province. The Bombay Local Boards Act, 1923, was amended in 1938 with a view to helping the district local boards to recover octroi on goods imported within their limits. In addition, considerable grants are made by Government for education, improvement of communications, water supply, village sanitation, and proper equipment and maintenance of dispensaries and on account of abolition of tolls.

The total number of Local Boards was 20 and the total membership 822, all elected. The Nasik Board was superseded during the year for gross mismanagement.

The aggregate income of the Boards, excluding the opening balance, was Rs. 201·54 lakhs. The incidence of taxation was highest in the Bombay Suburban District (Rs. 0–7–4) and lowest in the Panch Mahals (Re. 0–1–4). The total expenditure was Rs. 217·90 lakhs. The expenditure in the Northern Division on education was Rs. 32·74 lakhs, on medical relief Rs. 3·31 lakhs, on water supply Rs. 1·87 lakhs and on other civil works Rs. 9·55 lakhs. The corresponding figures for the Southern Division were Rs. 33·44 lakhs, Rs. 2·93 lakhs, Rs. 35,400 and Rs. 8·31 lakhs respectively, while in the Central Division Rs. 14·93 lakhs were spent on roads, buildings and water supply.

"There is very considerable ground for believing that the standard of efficiency of the staff of all these Boards leaves much to be desired while the tendency for its cost to increase is always present and active," says the Commissioner of the Central Division in his remarks on the administration of the Local Boards in that Division.

In the East Khandesh and Ahmednagar Boards, the Commissioner had to interfere with proposals for a quite unjustifiable increase in posts in the upper grades and grant of advance increments as a matter of routine. There was a conspicuous drop in the amount spent by the Boards from their own funds on communications. Even progressive Boards, like East Khandesh and Ahmednagar, were reluctant to face the unpopular financial steps that these schemes necessitate the raising of their local fund cess—although in all these areas it could be done without upsetting in the least degree the economy of the agriculturists.

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CHAPTER IX

COLLECTION OF REVENUE AND FINANCIAL REVIEW

THE Revenue Administration of the Province of Bombay is carried on by the following officers working under the orders of Government :—

Three Commissioners, 19 Collectors and a varying number of Assistant Collectors. All these officers, with the exception of seven holding the position of Collectors, who belong to the Bombay (Provincial) Civil Service, are members of the Covenated Civil Service. In addition to the officers mentioned above, there are 36 Deputy Collectors. They are divided for purposes of pay into two grades and are generally District Deputy Collectors in charge of revenue sub-divisions of districts, or Assistant Commissioners or Personal Assistants to Collectors.

A Collectorate contains on an average ten talukas each of which comprises about one hundred Government villages, that is, villages that are not alienated and the total revenues of which belong to the State. Each village has its regular complement of officers, a large number of whom are hereditary. The officers on whose services Government in the Province is mainly dependent are the *patil*, who is the head of the village for both revenue and police purposes ; the *talati* or the *kulkarni*, who is the clerk and accountant ; the *mahar*, who is a kind of beadle and the watchman. The *patil* and the *kulkarni* either hold certain quantity of land on concessional and fixed quit rent or are remunerated by a cash payment equivalent to a certain percentage on the collections.

The *mahar* and the watchman, in common with other village servants, also hold land on more or less favourable terms as regards assessment, and receive in addition grain and other payments in kind from the villagers. The remaining servants are the carpenter, blacksmith, potter, barber, and others whose services are necessary to the Community. A village is for Government or social purposes complete in itself, so its revenue accounts are simple but complete. They are based on the Record of Rights. Every plot of land held by an occupant separately measured, assessed and entered in the Record in the name of the person or persons in actual possession of it. The land revenue demand is based on this Record which is thus both a Record of Rights as well as of liability.

In charge of each taluka of a Collectorate there is an officer termed Mamlatdar.

An Assistant or Deputy Collector is placed in revenue charge of a sub-division which contains on an average four talukas.

The Collector and District Magistrate is in charge of the whole district. Besides superintending the realisation of the land revenue, the duties of administering the collection of excise and other special taxes and of supervising the stamp revenue devolve upon the Collector as executive head of the district.

The Revenue Commissioners, of whom there are three in the Province, exercise a general superintendence and control over the revenue administration of the districts in their charge.

ACCOUNTS FOR 1940-41

There was a marked improvement in the finances of the Province during the year. The receipts under revenue amounted to Rs. 14,48·24 lakhs, against the budget estimates of Rs. 12,82·88 lakhs—an increase of Rs. 1,65·36 lakhs. This was chiefly derived from Provincial Excise, Other Taxes and Duties, Income Tax, Stamps and Land Revenue.

The ordinary expenditure exclusive of Rs. 100 lakhs transferred to the Special Development Fund, was Rs. 13,60·81 lakhs—Rs. 21·59 lakhs less than the budget estimates—Savings were mainly under Civil Works and Education.

The Prohibition measures introduced in 1938–39 continued in force with certain modifications necessitated by legal decisions. The total loss due to prohibition was about Rs. 100 lakhs and to cover this gap in excise revenue and also to expand the nation-building activities, the measures of taxation adopted in the previous year had to be continued. The Special Development Fund created for financing a planned programme of development in agriculture, education, public health and other activities was further augmented by Rs. 100 lakhs—the balance in the fund at the end of the year being Rs. 143·16 lakhs.

Principal Heads of Revenue.—The share of income-tax receipts allocated to Bombay in 1940–41 under paragraphs 5 and 6 of the Government of India (Distribution of Revenue) Order, 1936 as subsequently amended, exceeded by nearly Rs. 27½ lakhs the amount received in the previous year.

Land Revenue increased by Rs. 2·34 lakhs, compared with the receipts in 1939–40. The ordinary revenue showed an

increase of Rs. 4 lakhs but this was partly counterbalanced by a fall in miscellaneous receipts on account of the transfer of credit of fees recovered at the Government Photozinco Press for the work done for private parties to the head XLV.—Stationery and Printing.

The excise revenue showed a betterment of Rs. 18·99 lakhs, mainly on account of modifications in excise measures.

The increase of Rs. 7·56 lakhs in revenue under Stamps was mainly due to larger realisation from the sale of non-judicial stamps and court fees realised in stamps.

The betterment of Rs. 5·93 lakhs under Forest was mainly due to better prices realised for coupes and compartments in certain circles, extraction of more timber and fuel, recovery of outstandings of the previous year, and supply of timber, ballies and bamboo to the Central Government.

The betterment of Rs. 7·94 lakhs under the head Receipts under Motor Vehicles Act, compared with the receipts in 1939-40, was on account of increased receipts arising from the introduction of new rules under the Indian Motor Vehicles Act and realisation of past arrears.

The receipts under the head, Other Taxes and Duties, increased by Rs. 41·14 lakhs, mainly on account of the collection of arrears and increased receipts of the Urban Immoveable Property Tax, and under the Electricity and Tobacco Duties and Sales Tax.

The increase of Rs. 8½ lakhs under Irrigation was mainly due to increased receipts under water rates on account of extended activities of sugar factories.

The total receipts under Civil Administration showed a net increase of Rs. 17¾ lakhs, mainly made up of increases under Administration of Justice, Police, Education, Public Health and Co-operation.

The increase of Rs. 1·61 lakhs under Administration of Justice was mainly due to increased receipts realised by the Official Assignee, increase in the miscellaneous fees and fines and fewer refunds paid.

The betterment of Rs. 4·56 lakhs under Police was mainly due to reimbursement of the cost of the railway "crime" police passing through Indian States.

The increase of Rs. 2·63 lakhs under Education was mainly due to refund by certain local bodies of excess grants paid to them.

The increase of Rs. 2·33 lakhs under Public Health was mainly due to increased receipts realised from the sale of

sera and vaccine, collection of payments for services rendered and increased water supply receipts.

The increase of Rs. 5·19 lakhs under Co-operation was mainly due to the transfer of Rs. 2·44 lakhs from the Special Development Fund and to larger transfers for schemes financed from the Government of India grants.

Under Civil Works, including the Bombay Development Scheme and the Electricity Schemes, the receipts showed a net worsening of Rs. 2·83 lakhs. There was a decrease of Rs. 5·21 lakhs under Civil Works, partially counterbalanced by a betterment of Rs. 2·36 lakhs under the Bombay Development Scheme.

Under Miscellaneous, there was a decrease of Rs. 1 lakh. This was mainly due to smaller receipts under Recoveries of Overpayments, counterbalanced by an increase of Rs. 1 lakh under Unclaimed Deposits. There was a fall of Rs. 0·29 lakhs under LI—Extraordinary Receipts.

Expenditure.—The decrease of Rs. 1½ lakhs under 7-Land Revenue, was mainly due to smaller expenditure on construction and repairs of *chavdis*, acquisition and improvement of land for village sites and transfer of charges on account of Survey Settlement and Record Operations to 56-Stationery and Printing.

The increase of about 1¾ lakhs under 8-Provincial Excise was mainly due to high expenditure on contingencies of the Nasik Distillery on account of the manufacture of country spirit.

The increase of Rs. 1¾ lakhs under 10-Forest was mainly due to larger expenditure on extraction of timber, ballies and bamboos, departmental working of coupes, extraction of material from seed plot area and marking and exploitation of trees uprooted by the cyclone.

The increase of about Rs. 9½ lakhs under 12-Charges on account of Motor Vehicles Act was mainly due to transfer of funds to the Provincial Road Fund and larger grants-in-aid paid to local bodies.

The decrease of about Rs. 3¼ lakhs under Other Taxes and Duties was mainly due to the reduction in the grant-in-aid to the Bombay Municipality in connection with tobacco duties, counterbalanced by an increase in the charges under electricity duties, and in rebates to the local bodies for collection of the urban immoveable property tax.

The fall in expenditure on Irrigation works was mainly under establishment charges distributed *pro rata* at the end of the year.

The fall of Rs. $3\frac{1}{4}$ lakhs under Interest was mainly due to a decrease in interest payable on the consolidated debt on account of repayment made in 1939–40.

The decrease under Appropriation for Reduction or Avoidance of Debt was mainly on account of the decision to utilise the recoveries arising from the operations in the Provincial Loans and Advance Account towards repayment of portion of the consolidated debt utilised for financing that account.

Under Civil Administration there was an increase of Rs. $5\frac{1}{4}$ lakhs, compared with 1939–40. The variations were mainly under the following heads:

The decrease of Rs. $3\frac{1}{2}$ lakhs under 25-General Administration was mainly due to less expenditure on account of the abolition of the salaries of the Honourable the Speaker, the Deputy Speaker, the President, the Deputy President and members of the Legislature and smaller expenditure under Charges in England on leave salaries and deputation.

The increase of Rs. $1\frac{3}{4}$ lakhs under Jails was chiefly due to increase in jail population and rise in prices while the increase of Rs. $7\frac{1}{4}$ lakhs under 29-Police was mainly due to entertainment of additional police force and the constitution of Civic Guards.

The head Education showed a fall of Rs. 6·87 lakhs mainly on account of reduced expenditure on grants to non-Government private and special schools and less grants to local bodies for primary education and grant of duty pay by local bodies instead of stipends to teachers under training.

The increase of Rs. 8 lakhs under 38-Medical was mainly due to the purchase of land for the Ayurvedic College and Hospital, X-Ray apparatus and other equipment, a rise in prices of medicines and chemicals, more expenditure on diet for patients and larger expenditure for the scheme for subsidising private medical practitioners for rural medical relief.

The increase of Rs. $2\frac{1}{2}$ lakhs under 42-Co-operation was mainly due to expenditure met from the Special Development Fund on account of development schemes.

The decrease of Rs. 2 lakhs under 47-Miscellaneous Departments was mainly due to a non-recurring grant sanctioned in 1939-40 for building a children's home at Chembur.

Under Civil Works, including the Bombay Development Scheme and Capital Outlay on Electricity Scheme, the fall of Rs. 16 lakhs was mainly due to smaller expenditure on petrol tax works and transfer of the entire expenditure on police buildings undertaken in connection with the Greater Bombay

Scheme. Under Miscellaneous there was a net increase of Rs. 85¼ lakhs made up of increases under several heads. Under Capital Heads the net increase of Rs. 5¼ lakhs was chiefly made up of increase under 81-Capital Accounts of Civil Works outside the Revenue Account mainly on account of the decision of the Government to transfer the entire expenditure on police buildings undertaken in connection with the Greater Bombay Scheme, from 50-Civil Works to this head.

Debt Section.—In the year under review, no loans were taken and the capital expenditure during the year was met from the balances. An amount of Rs. 1,00 lakhs was deposited in the Special Development Fund.

Statement showing Receipts in 1939–40 and 1940–41

(Figures in thousands of Rupees)

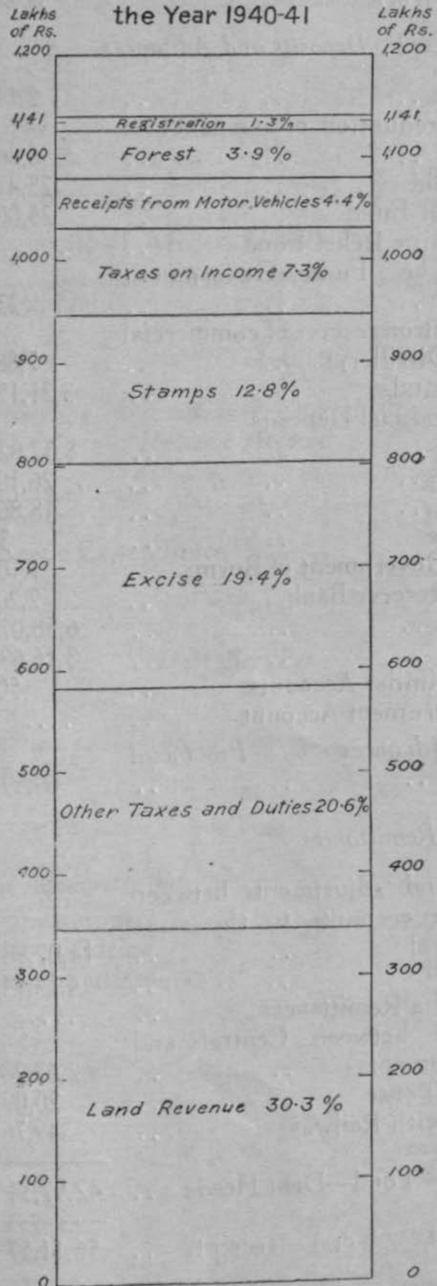
Principal Heads of Revenue	1939-40	1940-41
IV—Taxes on Income other than Corporation Tax	55,80	83,20
VII—Land Revenue	3,43,20	3,45,54
VIII—Provincial Excise	2,02,13	2,21,12
IX—Stamps	1,38,93	1,46,49
X—Forest	38,61	44,54
XI—Registration	13,77	15,02
XII—Receipts under Motor Vehicles Act	41,78	49,72
XIII—Other Taxes and Duties ..	1,94,03	2,35,17
Total ..	10,28,25	11,40,80
Irrigation, etc.		
XVII—Irrigation	19,38	26,55
XVIII—Irrigation	12,75	14,01
Total ..	32,13	40,56
Debt Services		
XX—Interest	71,03	70,55
Total ..	71,03	70,55

(Figures in thousands of Rupees)

Principal Heads of Revenue	1939-40	1940-41
Civil Administration		
XXI—Administration of Justice ..	16,83	18,44
XXII—Jails and Convict Settlements ..	4,07	4,80
XXIII—Police	9,86	14,42
XXVI—Education	22,97	25,60
XXVII—Medical	15,15	15,80
XXVIII—Public Health	27,29	29,52
XXIX—Agriculture	4,27	4,57
XXX—Veterinary	39	42
XXXI—Co-operation	3,26	8,45
XXXII—Industries..	4,42	4,18
XXXVI—Miscellaneous Departments ..	1,80	1,86
Total ..	1,10,31	1,28,06
Civil Works		
XXXIX—Civil Works	37,02	31,81
XL—Bombay Development Scheme ..	11,90	14,26
XLI—Receipts from Electricity Schemes	....	2
Total ..	48,92	46,09
Miscellaneous		
XLIII—Transfers from Famine Relief Fund	1,89	2,21
XLIV—Receipts in aid of Superannuation ..	7,81	7,44
XLV—Stationery and Printing.. ..	3,30	4,16
XLVI—Miscellaneous	7,20	5,32
Total ..	20,20	19,13
L—Miscellaneous adjustments between Central and Provincial Governments ..	25	20
LI—Extraordinary Receipts	3,14	2,85
Total—Revenue Section ..	13,14,23	14,48,24
DEBT HEADS		
N. Public Debt		
Permanent Debt	....	....
Floating Debt	41,00	....
Loans from the Central Government ..	....	....
O. Unfunded Debt		
State Provident Funds	57,15	57,23
Special Loans	13,50	1,50

No. I

Distribution of Principal Heads of Revenue for the Year 1940-41



Note:—The percentages shown in the diagram are percentages of the total of the eight principal revenue heads and not of the total revenue of the province.

Principal Heads of Revenue	1939-40	1940-41
P. Deposits and Advances		
Famine Relief Fund	2,19	2,55
Appropriation for reduction or avoidance of debt	6,86	6,03
Provincial Road Fund	23,41	16,66
Special Development Fund	25,00	1,00,00
Transfers from Famine Relief Fund ..	....	....
Depreciation Reserve Fund—Government Presses	23	25
Deposits of depreciation reserve of commercial concerns (Nasik Distillery)	7,88	20
Deposits of Local Funds	3,21,15	3,18,50
Departmental and Judicial Deposits—		
Civil Deposits	5,32,82	5,94,20
Other Accounts	26,10	29,69
Advances repayable	18,86	18,69
Permanent Advances	3	5
Accounts with the Government of Burma ..	1,10	12
Accounts with the Reserve Bank ..	2,20	3,17
Suspense Accounts	6,58,07	7,83,47
Cheques and Bills	3,16,69	3,21,67
Departmental and similar Accounts ..	50	1,05
Miscellaneous Government Account ..	....	....
R. Loans and Advances by Provincial Government	66,59	72,45
S. Remittances		
Cash remittances and adjustments between officers rendering accounts to the same Accountant General	14,07,98	14,79,25
Remittances by Bills	4,34,94	2,25,82
Reserve Bank of India Remittances ..	....	2,07,58
Adjusting Account between Central and Provincial Governments	2,63,23	84,78
Inter-Provincial Suspense	20,09	1,85
Adjusting Account with Railways ..	49,76	14,29
Total—Debt Heads ..	42,97,34	43,41,05
Total—Receipts ..	56,11,57	57,89,29
Opening Balance ..	77,78	69,16
Grand Total ..	56,89,35	58,58,45

Statement showing Expenditure in 1939-40 and 1940-41

(Figures in thousands of Rupees)

Direct Demands on Revenue	1939-40	1940-41
7, Land Revenue	66,66	65,18
8, Provincial Excise..	36,68	38,31
9, Stamps	1,95	2,01
10, Forest	26,30	28,09
11, Registration	5,29	5,24
12, Charges on account of Motor Vehicles Act	17,74	27,21
13, Other Taxes and Duties	13,19	10,00
Total ..	1,67,81	1,76,04

Irrigation Revenue Account and Capital Accounts within the Revenue Account

17, Irrigation (Interest)	41,69	41,72
18, Irrigation	10,46	9,32
18 (1), Other Revenue Expenditure ..	1,24	1,21
Total ..	53,39	52,25

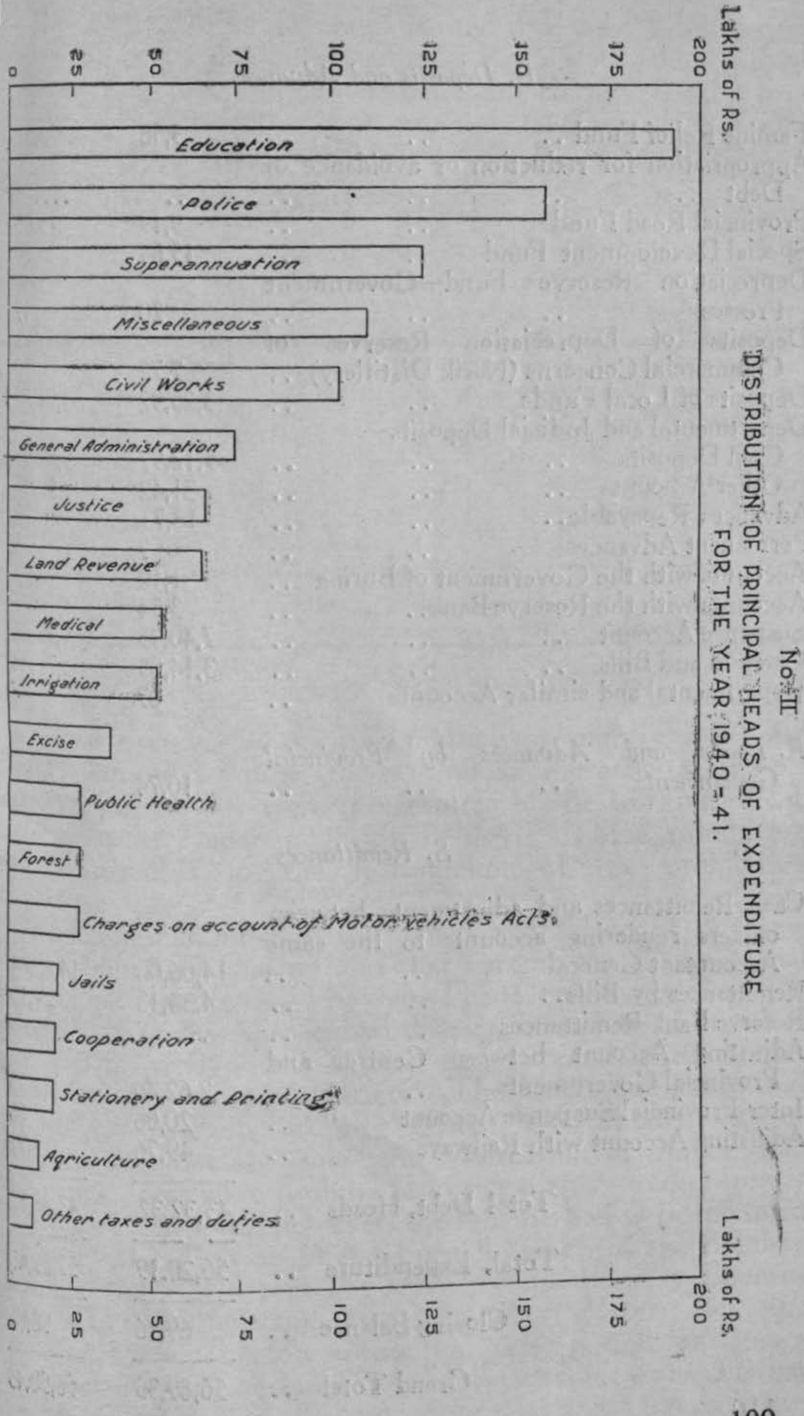
Debt Services

22, Interest	1,18,44	1,15,23
23, Appropriation for reduction or avoidance of Debt	6,86	6,03
Total ..	1,25,30	1,21,26

Civil Administration

25, General Administration	78,78	75,20
27, Administration of Justice	66,43	65,63
28, Jails and Convict Settlements ..	16,83	18,62
29, Police	1,50,31	1,57,54
30, Ports and Pilotage	4	6
36, Scientific Departments	1,14	1,09
37, Education	2,00,17	1,93,30
38, Medical	46,39	54,43
39, Public Health	28,10	28,13
40, Agriculture	11,99	11,74
41, Veterinary	4,40	4,39
42, Co-operation	15,76	18,25
43, Industries	7,65	6,96
47, Miscellaneous Departments	11,74	9,67
Total ..	6,39,73	6,45,01

Direct Demands on Revenue	1939-40	1940-41
Civil Works		
50, Civil Works	1,12,80	1,02,07
51, Bombay Development Scheme ..	9,77	8,08
53, Capital Outlay on Electricity Schemes ..	3,71	13
Total ..	1,26,28	1,10,28
Miscellaneous		
54, Famine	66	1,00
55, Superaunuation Allowances and Pensions.	1,20,39	1,24,87
55-A, Commutation of Pensions finsnced from Ordinary Revenues	4	....
56, Stationery and Printing	12,67	17,05
57, Miscellaneous	35,60	1,10,21
63, Extraordinary charges	1,39	2,84
Total ..	1,70,75	2,55,97
Total, Expenditure on Revenue Account ..	12,83,26	13,60,81
Capital Account Outside the Revenue Account		
68, Construction of Irrigation, Navigation, Embankment and Drainage Works ..	42	87
70, Capital Outlay on Improvement of Public Health	74	32
80, Bombay Development Scheme ..	—56	—11
81, Capital Account of Civil Works outside the Revenue Account	....	6,18
83, Payments of Commuted Value of Pensions	4,01	2,71
Total, Capital Account Outside the Revenue Account ..	4,61	9,97
DEBT HEADS		
N. Public Debt		
Permanent Debt	23	4
Floating Debt	41,00	....
Loans from the Central Government ..	62,32	65,62
O. Unfunded Debt		
Special Loans	12,00	89
State Provident Funds	47,89	39,24



No. II
DISTRIBUTION OF PRINCIPAL HEADS OF EXPENDITURE FOR THE YEAR 1940-41.

Direct Demands on Revenue	1939–40	1940–41
P. Deposits and Advances		
Famine Relief Fund	3,58	2,21
Appropriation for reduction or avoidance of Debt	....	....
Provincial Road Fund	9,19	15,05
Special Development Fund	15,64	16,20
Depreciation Reserve Fund—Government Presses	20	17
Deposits of Depreciation Reserves of Commercial Concerns (Nasik Distillery) ..	7,72	2
Deposits of Local Funds	3,25,92	3,21,22
Departmental and Judicial Deposits—		
Civil Deposits	5,12,97	5,89,29
Other Accounts	31,42	26,95
Advances Repayable..	18,73	18,70
Permanent Advances	7	5
Accounts with the Government of Burma ..	1,10	12
Accounts with the Reserve Bank.. ..	3,54	97
Suspense Account	7,40,95	9,38,86
Cheques and Bills	3,14,03	3,21,44
Departmental and similar Accounts ..	67	91
R. Loans and Advances by Provincial Government	10,74	10,17
S. Remittances		
Cash Remittances and adjustments between officers rendering accounts to the same Accountant General	14,06,00	14,82,84
Remittances by Bills..	4,34,13	2,29,11
Reserve Bank Remittances	....	2,06,43
Adjusting Account between Central and Provincial Governments	2,62,46	85,75
Inter-Provincial Suspense Account ..	20,06	66
Adjusting Account with Railways ..	49,76	15,91
Total Debt, Heads ..	43,32,32	43,88,82
Total, Expenditure ..	56,20,19	57,59,60
Closing Balance ..	69,16	98,85
Grand Total ..	56,89,35	58,58,45

PUBLIC WORKS REVENUE

The Public Works revenue during the year amounted to Rs. 31·81 lakhs, the receipts being Rs. 25·97 lakhs realised from the Public Works Department and Rs. 5·84 lakhs from the Civil Departments. The amount transferred from the Central Road Development Fund was Rs. 19·74 lakhs.

LAND REVENUE

(Figures in lakhs of Rupees)

—	Demand	Collections	Suspensions	Remissions.
Northern Division	157·13	122·01	25·86	7·58
Central Division	197·51	180·55	12·34	4·24
Southern Division	140·39	104·97	28·64	6·42
Bombay Collectorate	12·12	10·89	..	..
Total ..	507·15	418·42	66·84	18·24

EXCISE

A steady decrease in the consumption of country spirit and country fermented liquor (toddy) and an increase in offences against the excise law were the features of the working of the Bombay Excise Department for 1940–41. These results are mainly attributed to the introduction of the prohibition measures.

Prohibition continued in the Town and Island of Bombay, Bombay Suburban District and that part of the Thana Mahal which is encircled by the Bassein-Thana creek. It is also in force in parts of the Ahmedabad district, including Ahmedabad City, and in parts of the Broach and Panch Mahals, Surat, Kanara and Ahmednagar districts. The remaining portions of the last two districts are dry areas. The import, export, transport, manufacture, sale and possession of liquor and intoxicating drugs were prohibited in these areas except under permit. In July, 1940, however, the scheme had to be modified as a result of a decision of the Special Bench of the Bombay High Court. It held that the action of the Bombay Government of prohibiting, under the Bombay Abkari Act, the possession by any person without a pass, permit or licence of any quantity of certain intoxicants was *ultra vires*; that

the object of the Act was to secure *abkari* revenue and there was nothing in the Act to suggest that the Legislature contemplated the introduction of total prohibition of intoxicants as a measure of social reform. The Court also expressed the opinion that it was beyond the power of the Provincial Legislature to enact any law of prohibiting possession of intoxicants in such a way as to encroach upon the rights of import and export across the customs frontiers as defined by the Central Government. The Bombay Abkari Act was immediately modified to meet these objections of the High Court and retrospective effect was given to it to validate the notifications already issued under it. Pending further investigation into the position created by the High Court decision, the Government had to modify its prohibition policy according to what was possible under the Abkari Act and in conformity with the High Court decision. Under the modified scheme, no sale of country liquor or toddy is permitted in any prohibition or dry area except for authorised sacramental purposes. The entry of country liquor or toddy, except as incidental to import or export across the customs frontiers in the manner defined by the Central Government, is discouraged by the imposition of a high excise duty on any transport into a prohibition area. Permits for use of foreign liquor were discontinued and the sale of foreign liquor to the public generally is permitted at a restricted number of retail "off" shops at prices approximately as high as prevailed at the time.

The consumption of country liquor was 695,708 proof gallons, against 715,091 in 1939-40 and 994,855 in the year preceding it. The consumption of toddy fell by 1,037,000 gallons. The consumption of fermented foreign liquors increased by 217,490 bulk gallons, of wines by 460 bulk gallons, of potable spirits by 56,117 bulk gallons and of non-potable by 62,656 bulk gallons. The increase was mainly due to the revision of the prohibition policy. The largest increases occurred in Bombay, Poona and Ahmedabad districts. Opium consumption was almost the same. *Ganja* consumption increased by 4,134 seers, while *bhang* registered a fall of 550 seers.

The total number of excise offences detected was 12,149 against 8,714 in the previous year. Of these 10,813 related to liquor against 6,788 in the previous year. The number of cases detected under "illicit distillation" increased by 1,049 to 4,140 and cases under "illicit importation, exportation and transportation" increased from 426 to 1,196 and under "illicit possession" from 2,564 to 4,042. Cases under "unlicensed

sale" rose from 106 to 254 and those under "miscellaneous offences" from 601 to 1,181. Convictions for drunkenness dropped from 2,656 to 2,205. The number of cases relating to hemp drugs also decreased from 1,921 to 1,332 and those of opium from 1,358 to 623. There were four cases relating to cocaine.

The gross excise revenue increased from Rs. 199·16 lakhs to Rs. 218·10 lakhs, there being increases under all heads of excise revenue except under country spirit, toddy and opium.

The expenditure for the year, exclusive of compensation paid to Indian States in respect of *abkari* and hemp drug leases, was Rs. 32·84 lakhs, against Rs. 31·44 lakhs in the previous year.

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CHAPTER X

INSTRUCTION

THE control of Public Instruction of all kinds is exercised by the Government chiefly through the Director of Public Instruction. In the case of art and industrial and technical education, however, the control is exercised through the Director, Sir J. J. School of Art, and the Director of Industries, respectively. Questions relating to higher education are dealt with directly by the Government through the University. The four Divisional Inspectors are directly responsible to the Director of Public Instruction for the supervision of all Primary schools, the administrative control of all Government institutions (except colleges) and the control and inspection of all secondary schools (excluding European and English-teaching schools), training institutions for primary teachers and other special schools under the Educational Department. There is a special Inspector responsible for the control and inspection of all European and English-teaching schools.

The University alone has the power of conferring degrees recognised by the Government. It also provides facilities for post-graduate teaching and affiliates colleges for undergraduate education.

The Royal Institute of Science, Bombay, opened in 1920, provides facilities for post-graduate research work in science in addition to the ordinary degree courses in science.

Below the colleges come the high schools, usually at least one, either Government or aided, at the head-quarter town of each district. These prepare pupils for the Matriculation examination which is controlled directly by the University. Some of the Government High Schools have been converted into vocational schools—agricultural, commercial and technical.

Side by side with the high schools there are the middle schools which teach the curriculum of the lower standards of the secondary school course. There are also in some places separate high and middle schools for girls.

Below the secondary schools are a large number of primary schools both for boys and girls in which instruction is given

in the regional languages to the vast mass of the people. Basic education has been introduced in the lower classes of a few primary schools in the Province as an experimental measure.

There are also institutions for the training of teachers for both secondary and primary schools maintained by the Government—the Secondary Training Colleges at Bombay and Belgaum and the Primary Training Colleges at Ahmedabad, Poona, Dhulia, Dharwar, Bordi, Surat and Ratnagiri for men and at Poona, Nasik, Ahmedabad and Dharwar for women. There are in addition, three Basic Training Centres at Loni, Katargaon and Dharwar and a Physical Training Institute at Kandivli.

For technical and industrial education, there are the Sir J. J. School of Art, Bombay, and the Reay Art Workshops attached to it, the V. J. Technical Institute, Bombay, the workshop classes of the College of Engineering, Poona, and a number of technical and industrial schools. There are also a number of special commercial, agricultural, technical and medical schools and schools for defectives.

The inspection of all recognised educational institutions is now in the hands of the Government—including primary schools, which prior to 1938 were inspected by the supervising staff of Local Authorities.

The general control of technical and industrial education lies with a Committee of Direction composed of officials and non-officials. The Government has constituted the Board of Secondary Education, the Board of Physical Education, the Board of Adult Education, the Provincial Board of Primary Education, the Provincial Board for Education in Hindustani, the Advisory Committee for Basic Education and the Provincial Board for Anglo-Indian and European Education to advise on all matters concerning education. In addition to these Boards, the Government has representation on the Inter-Provincial Board for Anglo-Indian and European Education and on the Central Advisory Board of Education. The function of these Boards is to advise on any educational question which may be referred to them by the Government of India or by any Local Government.

For the proper selection of text-books for use in secondary and primary schools there are six special Committees; one known as the Provincial School Book Committee for the consideration of books for use in secondary schools, and five Primary School Book Committees for the consideration of books in Marathi, Gujarati, Kannada, Urdu and Hindustani.

EDUCATION

[The figures in the summary relate to institutions in British districts only.]

The total number of educational institutions decreased during the year by 173 to 22,149 but the number of pupils in them increased by 50,320 to 1,832,392. The decrease in the number of institutions was mainly due to the closing of some adult education classes.

Of the 21,668 towns and villages, 13,769 possessed schools, the average area served by each town or village with a school being 5·6 square miles. The percentage of male scholars under instruction in all kinds of institutions to the total male population was 14·50, against 14·30 in the preceding year. The corresponding percentages of female scholars to the female population were 5·62 and 5·25 respectively.

The total number of pupils under instruction in recognised institutions increased by 52,642 to 1,806,343. Of these, 1,465,024 were Hindus, 216,247 Muslims, 48,947 Indian Christians, 18,692 Parsis, 5,479 Anglo-Indians and Europeans. The rest numbered 51,954 and comprised 47,238 Jains, 985 Sikhs, and 3,731 Jews and others.

Expenditure.—Direct expenditure on public instruction increased by over Rs. 21·5 lakhs to over Rs. 403·9 lakhs, and indirect expenditure by Rs. 3·1 lakhs to Rs. 59·4 lakhs. The expenditure on public instruction, which thus amounted to Rs. 4,63,36,362, was met from the following sources :

	Amount Rs.	Percentage
Government funds	1,92,30,567	41·5
Board funds	77,79,584	16·8
Fees	1,33,10,632	28·7
Other sources	60,15,579	13·0
Total ..	4,63,36,362	100·0

Primary schools absorbed over Rs. 207·2 lakhs, exclusive of expenditure on inspection, construction and repairs. Expenditure on buildings in recognised institutions amounted to over Rs. 18·4 lakhs.

University.—The number of candidates for the Matriculation examination increased by 2,297 to 17,801, of whom 8,770, or 49·3 per cent., passed. Of the 2,533 candidates who appeared

for the Intermediate examination in Arts, 1,489, or 58·8 per cent., passed. The number of successful candidates at the B.A. examination held in October, 1940, and April, 1941, was 1,003, against 1,080 in the preceding year. In examinations for professional degrees, excluding the medical examinations, there were 1,557 successful candidates. The total expenditure of the University, as distinct from the individual colleges, but including the two Departments of the University itself, was over Rs. 16·2 lakhs.

Arts Colleges.—The number of students in the 20 Arts Colleges, including the University School of Economics and Sociology, increased by 1,495 to 14,195, of whom 2,413 were women, against 1,981 in the preceding year. The total expenditure on all Arts Colleges was over Rs. 30·2 lakhs.

Professional Colleges.—The total number of students in Professional Colleges decreased by 52 to 5,035, of whom 1,558 were reading for Law, 1,265 for Medicine, 265 for Engineering, 216 for Agriculture, 1,465 for Commerce, 58 for Chemical Technology and 208 for B.T. degree.

Education in Art.—There were 705 students in the Sir J. J. School of Art, Bombay, of whom 103 attended the Reay Art Workshops. The schools of Drawing and Design at Ahmedabad and Surat had 27 and 12 students respectively on their rolls.

Technical and Industrial Education.—The number of these schools increased by 3 to 90, and the number of pupils in them by 163 to 6,006. The expenditure on them increased by Rs. 84,374 to Rs. 8,92,969.

Secondary Education.—The number of secondary schools increased by 30 to 820 and the pupils in them by 13,166 to 181,753. The following table gives separate details for High and Middle Schools :—

		Number of schools.	Number of pupils.
High Schools for	Boys ..	311	125,937
	Girls ..	81	24,902
Middle Schools for	Boys ..	372	26,510
	Girls ..	56	4,404
	Total ..	820	181,753

The total expenditure on secondary schools increased by over Rs. 7·4 lakhs to Rs. 107·7 lakhs.

Primary Education.—The number of primary schools for boys increased by 618 to 18,115 and the number of pupils in them by 43,205 to 1,329, 817. The number of primary schools for girls increased by 46 to 1,664 and the number of pupils (boys and girls) in them by 16,433 to 230,277. The total number of girls under instruction in primary schools for boys and girls was 424,659, which shows an increase of 29,691.

The following table gives details of primary schools by management :—

	Schools.	Pupils.
Government	39	5,615
District Local Board	9,917	770,720
Municipal	1,761	419,897
Aided	7,871	352,582
Un-aided	191	11,280
Total . .	19,779	1,560,094

The total direct expenditure on primary schools was over Rs. 207·2 lakhs, against Rs. 200·0 lakhs in 1939–40. Of the total expenditure, Rs. 119·3 lakhs was met from Government funds, Rs. 11·0 lakhs from District Local Board funds, Rs. 52·5 lakhs from Municipal funds, Rs. 8·8 lakhs from fees and Rs. 15·6 lakhs from other sources.

There were 694 schools for adults (including night schools) attended by 16,682 adults.

Training Institutions.—There were 33 training institutions for men and 24 for women, with 2,618 and 1,598 students respectively. Of the 57 training institutions, 21 with 2,098 students were under public management and 36 with 2,118 students were under private management.

Muslims.—The total number of Muslims under instruction in recognised institutions increased by 5,466 to 216,247, of whom 64,056 were girls. The number of Muslims in Arts Colleges increased by 60 to 637, while that in Professional Colleges decreased by 11 to 288. In secondary schools the number of pupils increased by 1,244 to 15,089, and in primary schools by 7,761 to 193,981. The number of Muslim pupils in special schools, however, decreased by 3,588 to 6,252.

Intermediate and Backward Classes.—The following table gives the number of pupils of the Intermediate and Backward Classes under instruction in recognised institutions :—

	1939-40	1940-41
Intermediate—		
Marathas	293,394	305,400
Cultivating Classes (Kunbis, Kolis, etc.)	302,882	305,746
Artisans	130,361	135,561
Lingayats	107,060	115,948
Total ..	833,697	862,655
Backward—		
Scheduled Classes	111,682	113,339
Aboriginal and Hill Tribes ..	63,889	60,116
Other Backward Classes ..	64,709	68,434
Total ..	240,280	241,889

Reformatory (Certified) Schools.—Of the three principal certified schools, the one at Yeravda with 259 pupils, is maintained by the Government, while the David Sassoon Industrial School, Matunga, Bombay, with 364 pupils, is under the control of a Committee of Management, and the Children's Home, Chembur, with 361 pupils, is maintained by the Children's Aid Society.

BOOKS AND PUBLICATIONS

The total number of publications registered in 1940 decreased from 3,894 to 3,828—1,921 books and 1,907 periodicals. Of the books published, 270 were in English, 584 in Gujarati, 76 in Hindi, 65 in Kannada, 662 in Marathi, five in Urdu, one each in Latin and Bengali, 38 in Indian classical languages, three in dialects and 216 in more than one language. Of the periodicals, 371 were in English, 624 in Gujarati, 27 in Hindi, 45 in Kannada, 614 in Marathi, one in Spanish and 225 in more than one language. Of the total publications, miscellaneous works numbered 1,734, while religion, language, medicine, poetry, fiction, and natural and other sciences numbered 315, 311, 187, 153, 134 and 129 respectively.

ROYAL ASIATIC SOCIETY, BOMBAY BRANCH

The total number of members on the roll was 455—321 resident and 134 non-resident. The issue of books and periodicals during the year amounted to 55,956 of which 16,237 were old books and 11,093 new books and 28,626 periodicals. The largest issue, 12,913, was under fiction; politics and biography came next in order with 2,450 and 1,838 respectively. The total number of volumes added was 1,778, of which 1,066 were purchased and 712 presented. Two hundred and sixty coins were added to the coin cabinet of the Society, while 338 treasure trove coins were received for examination and distribution. The expenditure of the Society amounted to Rs. 27,000.

VICTORIA AND ALBERT MUSEUM, BOMBAY

The museum was kept open for 309 days against 314 in the previous year. The total number of visi ors was 1,666,644, giving a daily average of 5,394, against 1,502,256 and 4,784 in the preceding year. Several additions were made to the collections—specimens of carved wood-work, jewellery, metal images of Hindu deities, paintings, photographs, etc. Several coins of the Western Kshatrapas, Moghuls and East India Company were added to the coin cabinet. The number of pupils of primary and secondary schools who visited the museum was 11,401, against 8,180 in the previous year.

PRINCE OF WALES MUSEUM OF WESTERN INDIA, BOMBAY

The average attendance of visitors was over 2,000 a day. Display on modern lines of an interesting group of arms and armour with models draped in period costumes was a feature of the year. The antiquities in the prehistoric gallery were re-arranged in chronological order to facilitate reference to them by visitors interested in the subject. A comprehensive series of models illustrating the morphology of Indian snakes was attractively exhibited in conjunction with the classification and the habits of life of snakes. Several additions of interest were also made to the permanent collections. As usual co-operation and assistance were extended by the museum to the general public and students in their pursuit of knowledge. Much advantage is being taken of this museum by the different provincial museums by sending members of their staffs for training in museum technique.

LORD REAY INDUSTRIAL MUSEUM, POONA

The Lord Reay Industrial Museum is an old institution established in 1895. Its activities are at present controlled by a Board of Trustees consisting of 10 members of whom four represent the Poona City Municipality, two represent the Government and four represent the donors. In it are exhibited specimens of industrial and educative value. It also conducts a free technical and industrial library and an information bureau. An emporium has been opened with a view to establishing trade relations between all Provinces and States of India and the Poona district. The addition of a special agricultural section to the museum is under consideration.

CHAPTER XI

MISCELLANEOUS

ECCLESIASTICAL JURISDICTION

THE Church Establishments maintained by the State in the Province are those of the Church of India and the Established Church of Scotland. Certain allowances are also granted by Government to the Roman Catholic Church and the Wesleyan Church for ministrations to troops and other services rendered.

THE CHURCH OF INDIA

Since 1837 Bombay has been a separate diocese. The diocese includes the territories within the limits of the Bombay Province except the districts of Nasik, East Khandesh, West Khandesh and Ahmednagar. These districts were removed in 1929 from the spiritual jurisdiction of the Bishop of Bombay, and a separate diocese of Nasik was constituted, though the two Chaplaincies of Deolali and Ahmednagar are still served by Chaplains on the Bombay cadre, and all matters connected with Government Churches and Cemeteries and Ecclesiastical Establishments in these districts continue to be administered by the Bishop and Archdeacon of Bombay. The diocese of Bombay also includes the Western India States, the Gujarat States, Baroda, Kolhapur and the Deccan States, the Mewar Hilly Tracts in the State of Udaipur and the State of Dungarpur and Sirohi in Rajputana.

The year opened with 11 chaplains on duty and two on leave. Two chaplains of the Bombay Ecclesiastical Establishment were stationed at Ahmednagar and Deolali in the Nasik Diocese.

All the churches and cemeteries inspected by the Bishop were in good repair. The Bishop held 34 confirmations during the year, the number of persons confirmed being 494—251 males and 243 females. One person was ordained priest.

THE ESTABLISHED CHURCH OF SCOTLAND

The Church of Scotland in this Province was placed on its present basis in 1837 and the sanctioned number of Chaplains on the Bombay cadre of the Indian Ecclesiastical Establishment, Church of Scotland, is two.

There are at present five Presbyterian Churches and several other buildings used for Divine Service scattered throughout the Province of Bombay.

The other places outside Bombay where Government or non-Government chaplains were stationed were Poona and Kirkee, Ahmednagar, Karachi, Jubbulpore, Belgaum, Kamptee, Mhow, Nagpur, Nasirabad and Quetta. During the year the Presidency Senior Chaplain visited the out-stations of Karachi, Quetta, Poona, Belgaum, Dharwar, Nasirabad and Mhow.

The annual conference of the Presidency Senior Chaplains was held at Madras in January, 1941.

STATIONERY AND PRINTING

Stationery Branch.—The opening balance of stores in the branch was Rs. 0·80 lakhs and stores of the value of Rs. 9·35 lakhs were received during the year. The total cost of issues was Rs. 8·65 lakhs and the closing balance Rs. 1·50 lakhs.

Publications Branch.—The total receipts of the branch amounted to Rs. 73,126 against Rs. 72,915 in the year before.

Government Central Press.—The numerical strength of the press establishment, including piece and task workers was 565 on March 31, 1941,—the same as on the corresponding day of the previous year. In the composing section the total outturn went down compared with that of the year before, the decrease being due to non-functioning of the Legislatures. The outturn in the printing section went up. The increase was due mainly to the printing work of the Bombay War Publicity Committee and increased circulation of the weekly paper, *Bombay Information* in English and the regional languages. The entire outturn of the press taken as a whole, dropped by 3·3 per cent., while the manufacturing cost increased by 0·8 per cent. compared with the previous year. The increase in the latter was due to the increase in the pay of the technical employees of the press. The receipts for work done on payment amounted to a little over Rs. 64,800. The total expenditure of the press was Rs. 7·91 lakhs.

Yeravda Prison Press.—The total numerical strength of the paid establishment was 58. The working strength of the prisoners at the close of the year was 229. The total outturn increased by about 7 per cent., while the cost of production decreased by a little less than one per cent. The receipts during the year amounted to Rs. 1·69 lakhs and the total expenditure to Rs. 2·67 lakhs.

Government Photo-Zinco Press, Poona.—The numerical strength of the press establishment was 141. The cost of the work turned out in the printing branch during the year was about Rs. 41,000, and that in the photo, drawing and mounting branches Rs. 81,900—the Total cost being Rs. 1·23 lakhs. Receipts realised from chargeable work and other sources amounted to Rs. 53,000 and the expenditure to Rs. 1·48 lakhs.

BOMBAY DEVELOPMENT DEPARTMENT SCHEMES

Back Bay Reclamation Scheme.—Among the principal works carried out were the Marine Drive to its full width from plot No. 86 to plot No. 207 complete with drains and lighting arrangements in blocks Nos. I and II, a 50-foot wide road at the north end of the Lloyd Recreation Ground in block No. I, planting of royal palms along the west foot-path of the Marine Drive from Chowpatty, providing traffic roundabouts at junctions of certain roads, maintenance of the new sea wall and rubble mound and sanitary and anti-malarial measures.

Industrial Housing Scheme.—A steady increase in the occupancies of the Development Department Chawls was the feature of the year. Out of 16,524 rooms and shops in 207 chawls, 15,289 were occupied at the close of the year. An increase of 1,365 against an increase of 1,069 of the previous year. The scale of rents for the single-room tenements remained unchanged.

The total rent collection, exclusive of Rs. 2·45 lakhs involved on account of rent-free accommodation to Government inferior servants and police, amounted to Rs. 8·59 lakhs—100 per cent. of the demand. The population of the chawls was 76,445. There were 1,371 deaths, giving a death-rate of 18 per thousand.

Amenities were provided for the residents of the chawls. Certain charitable institutions, such as the Bombay Presidency Infant Welfare and the Bombay Health Week Association, continued to provide medical relief to servants by maternity-houses and crèches. The Naigaum Social Service Society and the Y.M.C.A. carried on social welfare work for the benefit of the tenants' children. Municipal schools are located in all chawl centres and the Municipality is conducting a free dispensary at Worli. The Bombay Education League's School continued to provide facilities for secondary education. The Blind Relief Association is conducting an Industrial home for the blind at one of the chawls at Worli. The Bombay Presidency Women's Council, the Society for the Protection of

Children in Western India and the Legal Aid Society continued their beneficial activities in the interests of the chawl tenants. The Labour Welfare Centre conducted by the Labour Welfare Department provided educational and recreational facilities and recreation pavilions and gymnasiums are provided for them. The Bombay Electric Supply and Tramways Company continued the special facilities of concessional rates in bus fares for buses plying between Worli Chawls and the different railway stations.

Residential Suburban Schemes.—Steady progress was maintained in the disposal of plots in the late Development Department Residential Suburban Schemes. During the year ended March 31, 1941, an area of 21,364 square yards worth Rs. 40,000 was disposed of at Kurla-Kirol, Chembur, Khar and Andheri. Loans amounting to Rs. 37,700 were sanctioned under the state-aided building scheme. The total area of developed land disposed of up to March 31, 1941, was 2,376,341 square yards and the total value realised Rs. 49·57 lakhs.

Town Planning and Valuation Department.—During the year 19 town planning schemes were dealt with under the Town Planning Act. Two of the town planning schemes for Bandra received Government sanction and came into force. Due to war and the imposition by the Government of the immoveable property tax, there was a set-back in building activity in Bombay and Ahmedabad. Thirty-six schemes were prepared for lay-outs and improvement or extension of several towns and villages. A number of slum clearance and improvement schemes were prepared for Hubli town. The awards declared by the Special Land Acquisition Officers of the Department in Poona, Bombay and Ahmedabad amounted to about Rs. 15 lakhs. Miscellaneous valuations to the extent of Rs. 40 lakhs were made for the Government, Municipal and other semi-public bodies. Preliminary valuations amounted to Rs. 5 lakhs. Draft valuations of other Acquiring Officers referred to the Department for scrutiny amounted to Rs. 2·25 lakhs.

Preliminary data were collected for fixing standard rates for non-agricultural assessments in five villages in the Kaira district. The revision was completed of the standard tables of ground rents and land values in respect of Poona, Kirkee, Ahmednagar and Belgaum cantonments. The work of assessment of Government properties within the municipal limits of the Bombay City, Kalyan, Bandra, Godhra and other places was undertaken during the year.

Prevention of Cruelty to Animals.—During 1940, the agents of the society in Bombay City prosecuted 15,359 cases

of cruelty to animals. In 13,237 cases fines were inflicted. In 744 the accused were warned and discharged and in 243 cases they were acquitted, while 11 cases were struck off. Seven hundred and ninety-seven animals were sent by the Magistrates to the Bai Sakarbai Dinshaw Petit Hospital for Animals and one to the Municipal Contagious Diseases Hospital for treatment. One hundred and forty-three animals, found to be suffering from incurable diseases, were sent from the Bai Sakarbai Dinshaw Petit Hospital to the Pinjrapole at Bombay. There were 612 prosecutions at the Bandra Court and fines were inflicted in 416 cases.

MILITARY

AUXILIARY AND TERRITORIAL FORCE UNITS IN THE PROVINCE OF BOMBAY

The keenness of all ranks of Auxiliary and Territorial Force units was amply demonstrated by the large number of voluntary parades over and above the obligatory hours of training. Intensive training was voluntarily carried out by all ranks, resulting, in a comparatively short time, in a good standard of efficiency. Great assistance was given by the units in the way of relieving regular troops in order that they might carry out intensive training.

The strength of the units increased by 110, compared with the previous year. Parsis mainly contributed to the increase. Ten members of the Urban Infantry were granted emergency commissions and two Viceroy's commissions. Regular British N.C.Os. have now replaced the N.C.Os. of the Indian Army on the permanent instructional staff of the Urban Infantry.

The Weir Challenge Shield—a rifle shooting competition open to all A.F.(I) Units in the Bombay Province—was won by "A" company of the 1st Bn., the B.B. & C.I. Railway Regiment. The standard of rifle shooting, particularly of the Railway Battalions, was exceedingly high. The 1st Bn., G.I.P. Railway Regiment, won the 10/3rd Madras Regiment, the Ruthvan and the O'Moore Creagh cups for weapon training.

Sanction was accorded to the expansion of the A.F.(I) Reserve to an unlimited number in order to cater for those individuals who, by the nature of their civil employment, are unable to join the A.F.(I) as active members. The attendance at the camps held was satisfactory and the intensive and varied training carried out proved most beneficial.

The Poona Contingent, A.F.(I), Poona.—The Poona contingent A.F.(I) carried out its ordinary activities. Some of the men were called out at their own request. They were utilized to

relieve British troops and were engaged in station duties. Several of their officers changed during the year, their original officers being given emergency commissions.

1st (Bombay) Battalion, University Training Corps, I.T.F.—The unit carried out its ordinary activities and a considerable number of cadets obtained emergency commissions in the Indian Army. This year's annual training camp was combined with that of the Poona Contingent, A.F.(I), to the mutual benefit of both the units.

ARCHÆOLOGY

There were 673 ancient monuments under archæological protection in the Province. Financial responsibility for the maintenance and preservation of these monuments rests on the Government of India. Besides a variety of remains typical of the neolithic period, these monuments include also a fully representative series of rock cut sanctuaries of the Buddhists, Brahmins and Jains, as well as masonry edifices of all types referable to the different periods of the history of the four geographical regions of the Province—Gujarat, Konkan, Deccan and Bombay-Karnatak. During the year, 28 monuments had the benefit of special repairs. Current repairs involving the clearance of vegetation, exclusion of rain water and levelling of approach paths were carried out at 232 monuments. The ancient structure called the Killedar's Wada on the Shivneri hill near Junnar in the Poona district, renowned as the birth place of the celebrated Maratha hero, Shri Shivaji, was thoroughly restored with the funds generously supplied by the Shri Shivaji Maratha Society of Poona under the inspiration of His Highness the Maharaja of Dewas (Jr.).

BACKWARD CLASSES

Substantial progress was recorded in the education of backward classes. The total number of backward class pupils in primary schools rose from 222,218 in 1939-40 to 230,821 in 1940-41 and that of teachers from 2,399 to 2,689. The number of pupils in special primary schools for scheduled classes decreased from 13,187 to 11,596, the decrease being due to the policy of the Government regarding the removal of untouchability. The Government has issued explicit orders that no discrimination should be observed with regard to admission and joint seating of scheduled class children in common schools. These orders are being observed in the majority of schools in the Province except in some parts of Gujarat, where orthodox Hindus are still found opposed to treating scheduled class children on a footing of equality.

Indigent backward class students were exempted from the payment of room rent in the hostels attached to Government secondary schools. Backward class girls unable to pay fees were awarded free studentships. Of the middle class scholarships allotted to each district for backward classes, 20 per cent. are reserved for girls belonging to these classes. Preference is also given to girls over boys in awarding scholarships to backward classes in Government arts and professional colleges. Scheduled Class students were given extra special scholarships and scholarships and free studentships were granted to the newly-admitted students of this class. In addition to scholarships awarded by the Educational Department, monetary help to the extent of about Rs. 6,000 was given by the Backward Class Department to deserving students of these classes in secondary schools and colleges. To encourage technical education, the Government has instituted 10 sets of scholarships tenable for four years for students of the backward classes and three of these are reserved for the scheduled classes. Out of the 1,026 teachers admitted to the training institutions 213 belonged to the backward classes, including 79 of the scheduled class. Grants amounting to Rs. 9,500 were paid to the Harijan Sevak Sanghs and to the institutions working for the uplift of the aboriginal and hill tribes in the Partially Excluded Areas for carrying on educational and other activities.

The Government Backward Class Hostel, Poona, continued to work satisfactorily and 64 students were admitted during the year. Grants-in-aid over Rs. 44,500 were given to privately managed backward class hostels.

The Government has prescribed percentages for recruitment of backward classes to public services and positions were secured for 80 backward class candidates through the agency of this Department during the year.

Lands were granted to backward classes for building houses in several districts, while applications for grants of lands for cultivation were forwarded to the Collectors concerned.

With a view to safeguarding the fundamental civic rights of the scheduled classes, all Government officers have been enjoined to take necessary steps to secure the free use of all public wells and tanks by the members of the scheduled classes on the same terms as by persons belonging to other castes and communities. Complaints of all sorts from backward classes were received by the Backward Class Officer, and suitable measures were taken to remedy them, where necessary. Attempts were continued to stop the evil practice of dedicating girls as *devadasis*.

The total expenditure of the Department was Rs. 1·02 lakhs.

APPENDIX I

List of Reports used in the Compilation of this Volume

PART II

CHAPTER I

ADIMINISTRATION OF THE LAND

Annual Reports of the Department of Land Records and of the Collector and Talukdari Settlement Officer, Ahmedabad, for the year 1940-41.

CHAPTER II

LAW AND JUSTICE

Reports on the Administration of Civil and Criminal Justice and the Registration Department for the year 1940, Annual Report on the working of the Indian Companies Act, and the Proceedings of the Bombay Legislative Council and the Bombay Legislative Assembly for the year 1940-41.

CHAPTER III

POLICE AND CRIME

Annual Police Reports of the Bombay Province and of the Bombay City, Administration Reports on the Government Workhouses and of the Jail Department, the Report on the working of the Criminal Tribes Act and the Administration Report of the Borstal School, Dharwar, and the Bombay Province Probation and After-care Association for the year 1940, and Reports of the Juvenile Branch on the Administration of the Children Act in the Bombay Province and on the Administration of the Motor Vehicles Acts in the Bombay Province for the year 1940-41.

CHAPTER IV

AGRICULTURE, WEATHER AND CROPS

The Season and Crop Report, the Report of the Department of Agriculture, Rural Development Department, Annual Report on the working of Co-operative Societies, Annual Report on Forests and Note on the Weather for the year 1940-41 and Notes on Prices, Labour and Wages.

CHAPTER V

TRADE AND COMMERCE

Annual Report of the Department of Industries for the year 1940-41, Annual Factory Report, and Annual Report on the working of the Workmen's Compensation Act for the year 1940, Report on the Administration of the Indian Boilers Act, the Land Revenue Administration Report and Annual Report on the Sea-borne Trade of the Bombay Province for the year 1940-41.

CHAPTER VI

PUBLIC WORKS DEPARTMENT

Administration Report of the Public Works Department and Irrigation Administration Reports for the year 1940-41.

CHAPTER VII

VITAL STATISTICS AND MEDICAL RELIEF

Annual Report of the Director of Public Health, Annual Report on Civil Hospitals and Dispensaries, Report on Mental Hospitals, Annual Report of the Chemical Analyser to Government, and Annual Report on the working of the Indian Emigration Act for the year 1940, Annual Administration Reports of the Civil Veterinary Department, and of the Haffkine Institute for the year 1940-41 and Annual Reports of the Acworth Leper Home, Matunga, and the Kondhwa Leper Hospital, Poona, for the year 1940-41 and of the British Empire Leprosy Relief Association (Indian Council) for the year 1940.

CHAPTER VIII

LOCAL SELF-GOVERNMENT

Report on Municipal Taxation and Expenditure in the Province of Bombay, Administration Report of the Municipal Commissioner for the City of Bombay, and Annual Report on the Administration of Local Boards in the Province of Bombay for the year 1940-41.

CHAPTER IX

COLLECTION OF REVENUE AND FINANCIAL REVIEW

Accounts for the year 1940-41, Land Revenue Administration Report, Report on the Administration of the Excise Department, and Administration Report of the Bombay Collectorate for the year 1940-41.

CHAPTER X

INSTRUCTION

Report of the Director of Public Instruction for the year 1940-41, the Report of the Royal Asiatic Society (Bombay Branch) for the year 1940, Administration Report of the Municipal Commissioner for the City of Bombay, and Annual Report of the Prince of Wales Museum of Western India, Bombay, and the Lord Reay Industrial Museum, Poona, for the year 1940-41.

CHAPTER XI

MISCELLANEOUS

Administration Reports of the Diocese of Bombay, of the Church of Scotland, Bombay Province, of the Printing, Stationery and Publication Department, Report of the Town Planning and Valuation Department and Notes on the Administration of the Back Bay Reclamation Scheme, the Industrial Housing Scheme and the Residential Suburban Schemes for the year 1940-41, Annual Report of the Bombay Society for the Prevention of Cruelty to Animals for the year 1940, Notes on points of interest affecting Auxiliary and Indian Territorial Force Units in the Bombay Province 1940-41, Report of the Archæological Survey of India, Western Circle, for the year 1940-41, the Land Revenue Administration Report and the Report on the working of the Backward Class Department for the year 1940-41.

APPENDIX II

1940-41

GOVERNOR

His Excellency Sir Roger Lumley, G.C.I.E., T.D. (Took his seat, 18th September 1937.)

ADVISERS TO THE GOVERNOR

Sir Gilbert Wiles, K.C.I.E., C.S.I., I.C.S. (Up to January 16, 1941.)
Janardan Atmaram Madan, Esquire, C.S.I., C.I.E., I.C.S.
Henry Foley Knight, Esquire, C.S.I., C.I.E., I.C.S.
Charles Holditch Bristow, Esquire, C.I.E., I.C.S. (From January 16, 1941.)

BOMBAY LEGISLATIVE ASSEMBLY

SPEAKER

The Honourable Mr. Ganesh Vasudeo Mavalanker.

DEPUTY SPEAKER

Mr. Narayanrao Gururao Joshi.

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PRESIDENT

The Honourable Mr. Mangaldas Mancharam Pakavasa.

DEPUTY PRESIDENT

Mr. Ramchandra Ganesh Soman.

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